



Social Sustainability in the Land Use Planning Process of Bogotá

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Bachelor of Science (Civil Engineering)
Bachelor of Science (Environmental Engineering)
Maria Fernanda González Martínez

Supervisor: Professor Kauko Viitanen
Instructor: D.Sc. (Tech) Saija Toivonen

Author Maria Fernanda González Martínez		
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Thesis supervisor Professor Kauko Viitanen		
Thesis advisor(s) D.Sc. (Tech) Saija Toivonen		
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Abstract

To respond to the challenges of the twenty-first century, sustainability should not only be addressed as the objective but also as a means for planning the cities of the future. To promote a more inclusive and sustainable land use plan might require having a socially sustainable land use planning process. Social sustainability concerns the interaction of society through the participation and empowerment of citizens, the integration and collectivity of actions, and the social norms a society uses to achieve objectives.

This thesis analyses the social sustainability aspects in the legal requirements and implemented process of land use planning in Bogotá. Looking for a sustainable future, Bogotá has the opportunity to improve its policies for involving socially sustainable practices in the planning process for having a better and inclusive city that responds to the needs of citizens.

What is social sustainability in the context of the process of planning a city? What social sustainability aspects are present in the requirements by the Colombian policies and in practice of the land use planning process in Bogotá? These research questions were answered in this study by a qualitative methodology, consisting of literature review, intensive case study research, and semi-structured in-depth interviews.

Several socially sustainable aspects were present in the legal requirements and the implemented planning process in Bogotá. They were mainly connected with participation in the process since it represents the way citizens can be involved in the process and interact with it. The model of participation established by the legislation and followed in the implemented process resulted evidencing the lack of citizen power, the low level of incidence in the plan, and the degree of tokenism of participation in the process. Additionally, the legislation and implemented process presented a strong focus on social inclusion and social mixing in relation to diversity of sectors but undermining the relevance of the community.

Keywords Social Sustainability, Participatory Planning, Bogotá Land Use Plan, Urban Planning

Foreword

First of all, I would like to thank my instructor Saija Toivonen, who guided me during my thesis process and offered helpful ideas for improving my thesis. With her help, I found the inspiration for choosing my thesis topic and discovered my passion for urban planning.

Thanks to my supervisor Kauko Viitanen for the guidance on this project, and to my teachers of Creative Sustainability, for challenging us to make a change.

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Abbreviations

CAR: Environmental authority concerning Bogotá and the department of Cundinamarca (regarding its name in Spanish: “Corporación Autónoma Regional de Cundinamarca”)

CONPES: National Council of Economic and Social Policies (regarding its name in Spanish: “Consejo Nacional de Política Económica y Social”)

CTPD: Territorial Council of District Planning (regarding its name in Spanish: “Consejo Territorial de Planeación Distrital”)

DNP: National Planning Department (regarding its name in Spanish: “Departamento Nacional de Planeación”)

ICBF: institution of family welfare (regarding its name in Spanish: “Instituto Colombiano de Bienestar Familiar”)

LGBT: Lesbian, Gay, Bisexual and Transgender

MEPOT: Exceptional Modification of the Urban Norms of the Land Use Plan of Bogotá launched in 2013 and suspended in 2014, (regarding its name in Spanish: “Modificación Excepcional de normas urbanísticas del Plan de Ordenamiento Territorial”)

POT: Land Use Plan (regarding its name in Spanish: “Plan de Ordenamiento Territorial”)

SDP: Secretariat of District Planning (regarding its name in Spanish: “Secretaría Distrital de Planeación”)

1 Introduction

1.1 General Background

Cities in the twenty-first century have a challenging scenario. On one side, their “guidelines” for developing have resulted inefficient and highly criticized. Modern urban planning and its implementation in developing countries has resulted in serving the interest of elites, contributing to social and spatial marginalization. On the other side, rapid population growth, vulnerability towards climate change, globalization, urban fragmentation, and decentralization are some of the main challenges of the twenty-first century. These challenges demand changing the nature of cities, and achieving it requires the need for planning. (UN-HABITAT 2009, pp. xxii-10.)

New approaches to planning systems have been proposed for responding to current priorities on addressing the twenty-first century challenges and directing cities towards sustainability. There is no common agreement on a universal approach for planning cities, however some different systems present in common the importance of including all stakeholders during the process and having a more flexible and strategic plan. (UN-HABITAT 2009, pp. 10-17; Rasoolimanesh *et al.* 2011, p. 152.) Sustainability is accepted as a major conceptual framework for urban policies and development, concerning urban planning and urban design (Rasoolimanesh *et al.* 2011, p. 152).

Sustainability, or sustainable development, is defined after the Brundtland Commission as “*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*” (WCED 1987, p. 16). This definition introduces the idea of prioritizing needs according to the limitations of the Earth, considering equality between generations. Three important areas are highlighted in the concept of sustainable development, which now represent the pillars of sustainability: environment, economy and society. Multiple authors have studied the definition of the pillars of sustainability, however, according to Colantonio and Dixon (2010, pp. 20-24), policy makers within the sustainability discourse have not equally prioritized social, economic, environmental and institutional dimensions. Particularly, many authors emphasize that social sustainability has been under-theorized and often over-simplified, lacking a consensus over a definition of the concept as an independent dimension of sustainable development.

For the purpose of this study, social sustainability concerns the interaction of society through the participation and empowerment of citizens, the integration and collectivity of actions, and the social norms a society uses to achieve objectives, considering the limits of the environment. Basic needs and equity are pillars for social sustainability that should already be part of the main drivers of governments and policies. Therefore, the analysis of this study focuses on the aspects that come after satisfying the basic needs, and look for wider developmental goals. Participation and empowerment, social interaction, and social capital are the main focus for this study as key aspects of social sustainability, facilitating their concrete evaluation in the process of land use planning.

Citizen participation and empowerment represents the main aspect connecting society with the land use planning process. It can be seen in the interactive governance and involvement of society in planning projects. Allowing the communication of needs and aspirations of previously excluded groups, leads to social reforms by aligning policies with the society’s

values and preferences. Additionally, it is a democratic right to be involved in the public policy processes, and results raising awareness of society, building trust in the government, and reducing conflicts with policy implementation. (Colantonio and Dixon 2010, pp. 25-26; Hawkins and Wang 2012, pp. 12-14.)

Social interaction concerns social mixing, social inclusion and social cohesion. It represents the interaction of society given by social mixing, ensuring their interaction and social inclusion without undermining the actual social networks. Therefore, it builds the cohesion of society. Social inclusion refers to the accessibility to institutions for society and the possibility of giving power to previously excluded groups. (Colantonio and Dixon 2010, pp. 26-28; Tunstall and Fenton 2006, p. 10; Oxoby 2009, p. 3.)

Social capital is based on the relations among persons. It refers to the “*set of social norms of conduct, knowledge, mutual obligations and expectations, reciprocity and trust that are widespread within a given region or community*” (Colantonio and Dixon 2010, p. 29). It determines how strong the community is in terms of the collectivity of actions, decision-making and self-reliance within the community (Colantonio and Dixon 2010, pp. 28-30). Therefore, it is strongly connected with the sense of place, sense of community and sense of belonging (Dempsey *et al.* 2009, pp. 8-9).

Looking for a sustainable future, Colombia is living a process of changes and requires socially sustainable land use planning processes. The urban population in Colombia represents 76% of the total population, with an increasing tendency according to the data of the World Bank (2014), which reflects the urgent need of having prepared cities for the increasing population. Bogotá, the capital city of Colombia, presents social conflicts associated with informality, poverty, segregation, inequality, population growth, and the history of violence and internally displaced population that accumulates in the main cities. Local governments have directed social policies for reducing inequality and poverty in the capital, and for having a social integration, inclusion and reconciliation.

The land use plan is a fundamental guide for addressing the challenges of the city, aiming to reduce the social conflicts of the city and to bring prosperity to its citizens. The policies in Colombia establish how the municipalities should proceed with the land use and development planning process. However, the planning authorities define the final specifications for implementing the planning process.

The case study is the modification to the land use plan realized in Bogotá in 2013, suspended in 2014. The modification has been characterized because of strong polemics generated in the city, many of them related to the planning process. This study focuses on analyzing the social sustainability of the planning process, considering the legal requirements and its implementation in Bogotá.

The questions that arise then for further study are presented: What social sustainability aspects are present in the requirements by the Colombian policies and in practice of the land use planning process in Bogotá? How can the land use planning process in Bogotá be developed for giving space for social sustainability?

The land use planning history in Colombia is young and requires modifications for adapting and guiding the development of the city. The Land Use Plan represents the social pact of

citizens with their territory, and how the future development will be oriented. In this sense, it is the guide to the future for the city that will mark the way citizens interact and live on it, and will define how sustainable the city will be. Considering the importance of the Land Use Plan in setting the rules and guides for the city, it results of interest how the process was held, who was considered, who had a voice, finally how was this social pact established.

The suspension of the modification of the land use plan left the city in confusion. Bogotá still needs to define its land use plan for the future years. Therefore, this study is realized in a key moment, considering the change of Mayor period in 2016, where a new planning process will be realized and could possibly consider some of the findings of this study.

After living in Finland for two years for my master studies, I feel the need of connecting again with my home country and with the city I know the best, where I grew up and my family lives, Bogotá. It is a city that has presented creative solutions for improvement, development and functioning, proposing new models for the city and using low monetary resources, despite its difficult history and social conflicts. I feel very interested in working with Bogotá since it presents a different context to the European case studies, and land use planning represents an urgent need for the development of the city. With this thesis I plan to combine my acquired knowledge in sustainability, with my experience and inner vision as a citizen of Bogota and new perspective after living in Helsinki.

1.2 Aim and Research Questions

The Master thesis examines how sustainable the process of land use planning was held in Bogotá, Colombia, from a social perspective. The case study is the Modification of the Land Use Plan of Bogotá launched in 2013, and suspended in 2014. This study considers the legal requirements for land use planning and its implementation process in Bogotá.

The main aim of the thesis is to identify and examine socially sustainable requirements, practices and challenges in the process of land use planning in Bogotá.

This study presents two research questions for achieving the main aim:

1. What is social sustainability in the context of the process of planning a city?

The first research question reflects the need of understanding what is social sustainability, for defining the socially sustainable parameters and aspects to evaluate in the process of land use planning.

2. What social sustainability aspects are present in the requirements by the Colombian policies and in practice of the land use planning process in Bogotá?

The second research question evaluates and identifies the socially sustainable aspects of the planning process established by the legal requirements and implemented by the planning authorities in Bogotá. It requires the defined socially sustainable parameters to evaluate the planning process, which resulted from answering the first research question.

1.3 Research Methods and Data Sources

The research methodology is divided in two main parts, answering the two research questions. The study is based on qualitative research methods, with a case study research approach.

The first part presents the literature review and answers the first research question related to the definition of social sustainability in the context of land use planning. For this, a literature review is realized considering international scientific journals, and peer-reviewed articles relevant to the topic. The first part presents the analysis of concepts concerning land use planning and social sustainability. Three main socially sustainable aspects are defined for facilitating the evaluation of social sustainability in the land use planning process. Additionally, some example cases are presented and evaluated with the defined socially sustainable parameters, for remarking their socially sustainable aspects.

The second part presents the case study and answers the second research question related to the identification of socially sustainable aspects present in the legal requirements and implementation of the land use planning process in Bogotá. The case analyzed is the MEPOT (Exceptional Modification of the Urban Norms of the Land Use Plan of Bogotá) held in 2013. The research methodology is based on using qualitative methods, specifically intensive case study research, aiming to understand the case from the inside by generating an understanding of the context, and an analysis from the theory. This part presents the contextualization of the city, the legal requirements and the implementation of the planning process. The social sustainability is analyzed for the legal requirements and implemented process, considering the three main socially sustainable parameters defined in the first part.

The data for the analysis of the case study includes legal documents, institutional reports and interviews. The data used for analyzing the legal requirements consists of the Laws, Decrees and Agreements that define the planning process in Bogotá. The data used for the analysis of the implemented process consists of the institutional reports, studies and videos, realized by the district planning authorities, received thanks to the collaboration during the exploration and contact phase in Bogotá with the SDP (Secretariat of District Planning). Additionally, three semi-structured in-depth interviews were realized during January and February of 2015 in Bogotá, providing an overview of different key positions over the planning process. The Appendix 1 presents the list of questions that were formulated for the interviews, originally realized in Spanish and later translated to English. The contact for getting the interviews was realized through the SDP, favoring the collaboration of interviewees to the project. The interviews were realized to a city councilor, a member of the CTPD (Territorial Council of District Planning) and a representative of the SDP. The interviews were realized in the interviewees' corresponding offices, and had no influence or knowledge about the answers of others. All the interviews were face-to-face, realized in Spanish, recorded for the analysis, and lasted 1-2 hours each. For the analysis of the interviews, the results were clustered by topics and questions, presenting the similarities and differences in the opinions of the different actors.

1.4 Scope of the Study

For this study, social sustainability is analyzed only in the process of land use planning. Even though the initial interest in having a socially sustainable process for planning is related to

the main aim of having sustainable cities, all the results in the land use plan are out of the scope of this study.

The analysis about the accomplishments and failures of the Law in Colombia taken in practice in Bogotá, concern only the city of study. Processes of planning in other cities in Colombia may result from completely different management and accomplishments, so the results are not scalable.

The analysis of the implemented process of the MEPOT has the purpose of identifying socially sustainable aspects in the process. This thesis avoids taking any political opinion validating or invalidating the MEPOT, and has no position in favor or against the proposed plan.

The recommendations and analysis of opportunities of improvement are not proven, and remain in the theory. The effectiveness of the socially sustainable practices in having a more sustainable process for land use planning is out of the scope of this project.

1.5 Structure of the Thesis

Chapter 1 presents the introduction of the thesis. The general background gives a contextualization of the project, and leads to define what the study is about and the motivation for it. The aim and research questions are presented, as well as the research methods, scope of the study and structure of the thesis.

Chapter 2 presents the literature review about what is social sustainability in the land use planning process. Several concepts are explored, including sustainability and sustainable development, social sustainability and land use planning. Additionally, the connection and relevance between social sustainability and land use planning is presented. Several socially sustainable aspects are discussed and analyzed in some previous case studies. The three most relevant socially sustainable aspects for the study are defined in the context of land use planning. This chapter corresponds to the first part mentioned in the research methods and answers the first research question.

Chapter 3 presents the case study of the land use planning process in Bogotá. Initially, it presents the context of the city and the case study for generating a common knowledge and justifying the importance of the project in Bogotá. The case study is analyzed from the legal perspective and from the implementation of the planning process in the MEPOT. The main sources for the analysis of the legal perspective include the Laws, Decrees and Agreements that establish the land use planning process. Concerning the implementation of the planning process, the main sources include the official reports presented by the SDP and the semi-structured interviews realized to three key actors in land use the planning process. Social sustainability aspects are identified in the legal requirements and in the implemented process. This chapter corresponds to the second part mentioned in the research methods and answers the second research question.

Chapter 4 presents the discussion and conclusions of the study. This section summarizes the initial aim of the project with the main results of the study. It presents some suggestions for improving the social sustainability in the planning process in Bogotá, based on the author's opinion. Additionally, it presents an analysis on the process and the research methods, and

provides recommendations for other researchers about the project. Finally, it discusses the reliability of the study, the relevance of the project and suggestions for further study.

The Figure 1 presents the structure of the study and its corresponding research methods for more clarity on the process.

Part I		Part II	
Ch. 1	Ch. 2	Ch. 3	Ch. 4
<i>Introduction</i>	<i>Theory</i>	<i>Case Study</i>	<i>Discussion and Conclusions</i>
	<i>Answers RQ 1</i>	<i>Answers RQ 2</i>	

Research Methods and Approaches:

Deductive, Qualitative	Deductive, Qualitative
Literature review	Case Study Research

Data Sources:

<ul style="list-style-type: none"> - Scientific international journals - Relevant articles - Previous case studies 	<ul style="list-style-type: none"> - Legal documents - Institutional reports - Semi-structured in-depth interviews
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Figure 1 Structure of the study and research methods

2 Theory: Social Sustainability in the Land Use Planning Process

For developing the analysis of the socially sustainable aspects in the land use planning process in Bogotá, it is important to clarify what is social sustainability in the context of land use planning, creating the theoretical basis that guides the main parameters of analysis for the case study. This chapter gives an answer to the first research question about what is social sustainability in the land use planning process, and represents the first part of this study.

First, the most important concepts are clarified, including sustainability, social sustainability and land use planning, giving an overview of the concepts for proceeding with the research. Then, the relation between land use planning and sustainability is explored. Finally, social sustainability is connected with the land use planning process, and some socially sustainable aspects of the planning processes in other cities and literature are presented. The three main aspects for evaluating social sustainability in the planning process are defined. Having created a common knowledge on what social sustainability is in the context of land use planning, the next chapter analyzes the socially sustainable aspects in the case study, considering the legislation and implementation of the planning process of Bogotá.

2.1 Sustainability and Sustainable Development

Sustainability and sustainable development are concepts present in many fields as frameworks for defining politics, projects, and goals, among others. The concept of sustainability was adopted by the collectivity, starting an over-use of the term in multiple contexts and areas. Confusion about what we want to sustain in time, or if it represents environmentally friendly actions, or the constant question of what is sustainable or not, evidence that the term remains unclear and without a limited definition of it. The following text presents a short definition of sustainability and sustainable development, giving an overview of the context, as the initial point for exploring the topics of social sustainability in land use planning.

Sustainable development was defined in the report “Our Common Future” by the Brundtland Commission in 1987 as “*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*” (WCED 1987, p. 16). This definition remarks the importance of equity between generations, and the fact that our ability to meet needs is constrained by the limits of the Earth. The initial motivation of the Brundtland Commission was to formulate “a global agenda for change”, considering the context of the time, where an environmental crisis, a development crisis and an energy crisis emerged, evidencing a global crisis that required a change of mindset for addressing the vital global issues effectively. The response was to start prioritizing needs and introducing limitations to human activities, in relation to the present state of technology, social organization and environment. (WCED 1987, pp. 16-17.)

Sustainable development represents a process of change where decision making about environment, economy, technology, institutions and society are consistent considering the future and present needs of people (WCED 1987, pp. 16-17). It is important to remark that sustainable development is human centered, as it was defined in the Rio Declaration on Environment and Development in 1992 (UN 1992, p. 1). This means that all decisions

directed under the framework of sustainable development have humans as center of concerns and should be prioritized over other dimensions of sustainability, like the environment and the economy.

The increasing interest and overflow of literature about sustainability generated new concepts with blurred focus over their definition, such as environmental sustainability, economic sustainability, and social sustainability, which represent the three pillars of sustainability. Several authors have studied the definition of the pillars, and are shortly presented next. Environmental sustainability involves making decisions with the interest of protecting the natural world (and natural capital), preserving the capability of the world to support human life, considering the limitations of the environment (Goodland 1995, pp. 2-6). Economic sustainability involves having strategies for the optimal use of resources and capital (including economic, natural, social and human capital), looking for a responsible, efficient and beneficial balance in the long term (Business Dictionary 2015; Goodland 1995, pp. 1-3). Finally, social sustainability is the ability of a social system to function with a level of social wellbeing in the long term that optimizes the quality of life for the actual and future society (Goodland 1995, pp. 1-3).

The definition and limits of the pillars of sustainability has been constantly questioned. The interconnection of the pillars blurs the division of what each concerns, and which should be prioritized. The possibility of having global measurable aspects, indicators and goals in economic and environmental sustainability, have given them major focus of attention, due to their implementable condition. However in relation to social sustainability, there is no common agreement on what should be considered and implemented. Nations disagree on the goals about quality of life, giving an undefined implementable basis to social sustainability, sometimes blurring it with the other pillars. Hence, social sustainability is the weakest pillar of sustainability, prioritizing environmental sustainability and economic sustainability, paradoxically to the human-centered goals of sustainable development and its connection with social sustainability (Thwink 2014).

2.2 Defining Social Sustainability

The anthropogenic aspect of sustainability and sustainable development, and the lack of agreement on what social sustainability is and concerns, makes it necessary to explore deeply the definition of social sustainability, one of the central concepts for this study. Several authors explore the multiple definitions of social sustainability in literature, and are presented next. The common aspects that appear in several definitions are analyzed. Finally, the definition of social sustainability for this research is exposed, and represents the focus point for analyzing the land use planning process in the thesis.

Sustainable development and its human-centered focus, presents similar goals to social sustainability, in relation to human development, meeting needs of people and preserving life support systems. According to Assefa and Frostell (2007, p. 65), social sustainability overlaps with the finality of development. They suggest that economic sustainability and environmental sustainability are instruments in nature for sustainable development and social sustainability (Assefa and Frostell 2007, p. 65). One challenge of social sustainability is the lack of agreement on indicators for measuring it. Assefa and Frostell (2007, p. 65) recognize this challenge, and propose social acceptance as a basic ingredient for social sustainability, and analyze multiple social impacts to consider, such as changes to people's

way of life, culture, community, political systems (in relation to participation in decisions), environment, health and wellbeing, personal and property rights, and fears and aspirations.

Social sustainability is not a state, suggesting a sustainable situation or an unsustainable situation, but a process of change. Sachs analyzes social sustainability as a socio-historical process, rather than a state. It depends on the interaction of people with the constraints of the environment and the historical precedents. Additionally, Sachs analyzed some of the constituent elements of social sustainability, including social homogeneity, equity, cultural sustainability, and political sustainability. (Sachs 1992 cited by Colantonio 2009, p. 4.)

Similarly to other authors that understand social sustainability in different scales, Vallance *et al.* (2011, pp. 342-345) evaluate it in three schemas, consisting of development sustainability, bridge sustainability and maintenance sustainability for supporting ecological sustainability. Development social sustainability refers to the importance of meeting people's basic needs everywhere as first measure, to begin addressing other concerns for wider developmental goals. This addresses poverty and inequity as an answer to what people need. Bridge social sustainability refers to the way used for promoting sustainable behaviors, by creating bridges between people and the environment for supporting ecological sustainability, as an answer to what is good for the bio-physical environment. Maintenance social sustainability refers to the preservation of socio-cultural patterns and practices in the context of change, as an answer to what people want. (Vallance *et al.* 2011, pp. 342-345.) This view analyses social sustainability from different scales, presenting an initial schema where basic needs and wellbeing are the main goal, then a schema where the relation human-environment is enhanced and analyzed, and a third schema where preservation of culture and tradition are the main goal. These three schemas present different objectives that are not aligned and may result in incompatible goals and conflict between them.

Many authors discuss which should be the center of social sustainability, considering people and environment as possible points of focus. Chiu (2003, pp. 224-225) analyses the concept of social sustainability, considering that it has to be both environment-centered and people-centered. For getting to this conclusion, Chiu identifies three main approaches to social sustainability. The first approach equates social sustainability with environmental sustainability. Social sustainability of an activity depends on specific social relations, customs, structure and value, and this represents the social limits of development. The second approach, which is environment-oriented, refers to social preconditions for achieving environmental sustainability and sustainable development. The social structure, social values and norms must be changed for being conducive to environmental sustainability. The third approach is considered people-oriented, and refers to improving the wellbeing of people, quality of life, equitable distribution of resources, reducing social exclusion and destructive conflicts. (Chiu 2003, pp. 224-225.) The second and third approach, as Chiu proposes, provide a more comprehensive concept of social sustainability having an environment and people centered vision. The importance of the relation people-environment defines social preconditions, relations, and equitable distribution of resources as key aspects for sustainability.

Continuing with the relation between people and environment, Littig and Griebler (2005, pp. 70-72) analyze sustainability from two major concepts: "need" and "work". The concept of "need" is introduced by the Brundtland Commission in the definition of sustainable development, and the authors analyze it as a genuinely anthropocentric term, directed

towards the relationship between nature and society for fulfilling the needs of people. The concept of “work” has importance in the satisfaction of needs, representing the exchange between society and nature. (Littig and Grießler 2005, pp. 70-72.)

“Social sustainability is a quality of societies. It signifies the nature-society relationships, mediated by work, as well as relationships within the society. Social sustainability is given, if work within a society and the related institutional arrangements satisfy an extended set of human needs and are shaped in a way that nature and its reproductive capabilities are preserved over a long period of time and the normative claims of social justice, human dignity and participation are fulfilled” (Littig and Grießler 2005, p. 72). For assessing social sustainability, the authors suggest three core indicators. The first group is related to the satisfaction of basic needs and the quality of life. The second group deals with social justice in terms of equal opportunities. The third group relates to social coherence in terms of integration, involvement, solidarity and tolerant attitudes. (Littig and Grießler 2005, p. 75.)

Colantonio explains that social sustainability concerns how individuals, communities and societies interact with each other for achieving their development objectives, considering the physical boundaries of their environment. Social sustainability emerges from actions in the social realm of individuals and societies, ranging from capacity building and skills development to environmental and spatial inequalities. Equity, health, participation, needs, social capital, the economy, the environment, happiness, wellbeing and quality of life are some of the aspects that are combined in social sustainability. (Colantonio 2009, pp. 3-9.)

Goodland analyzes social sustainability as the result of systematic community participation and strong civil society, functioning with a level of wellbeing and quality of life that is maintained in the long term. Goodland considers the capital for social sustainability. (Goodland 1995, p. 3.) Social capital represents *“cohesion of community, cultural identity, diversity, sodality, comity, tolerance, humility, compassion, patience, forbearance, fellowship, fraternity, institutions, love, pluralism, commonly accepted standards of honesty, laws, discipline, etc.”* (Goodland 1995, p. 3). Moral capital consists of the preservation of shared values and equal rights by social interactions within the community, religion and culture. Human capital consists of investments in education, health and nutrition, which also belongs to economic development. (Goodland 1995, p. 3.)

Analyzing the definitions of different authors about social sustainability, there emerge key concepts and themes that should be considered for establishing the definition for this study. The authors Colantonio and Dixon summarized some of the social sustainability key themes, and differentiate them as traditional and emerging themes. The Table 1 presents the summary of the traditional and emerging social sustainability key themes.

**Table 1 Traditional and emerging social sustainability key themes
(Colantonio and Dixon 2010, p. 25.)**

Traditional	Emerging
Basic needs	Demographic change
Education and skills	Social mixing and cohesion
Employment	Identity, sense of place and culture
Equity	Empowerment, participation and access
Human rights and gender issues	Health and safety
Poverty	Social capital
Social justice	Wellbeing, happiness and quality of life

The authors present different visions and definitions of social sustainability, however there are common concepts that are recurrent in the multiple definitions, and therefore result fundamental pillars for social sustainability. Basic needs and equity are consistently appearing as part of the traditional definitions of social sustainability. Basic needs relate to the social survival of humans, connecting with the topics of poverty, needs, clean environment and sanitation, human capital, among others. Equity is also considered crucial in social sustainability, and is related with social justice, equal rights, moral capital, and quality of life, among others. Therefore, basic needs and equity are basic for wellbeing and social sustainability, and as it was exposed by Vallance *et al.* (2011, pp. 343-344), are the first measure to start addressing other concerns for wider developmental goals. Other concepts that appear relevant are culture, community participation, social capital, social cohesion, social acceptance, and happiness, among others.

For the purpose of this thesis, social sustainability concerns the interaction of society through the participation and empowerment of citizens, the integration and collectivity of actions, and the social norms a society uses to achieve objectives. Basic needs and equity are pillars for social sustainability that should already be part of the main drivers of governments and policies. Therefore, the analysis of this study will focus on the aspects that come after satisfying the basic needs, and look for wider developmental goals. Participation and empowerment, social inclusion and cohesion, and social capital and social norms will be the main focus for this study as key aspects of social sustainability.

2.3 Land Use Planning and its Relevance

Land use planning represents one of the central concepts for this research. The importance that governments have given to land use planning as guidance for the development of cities marks a transcendental role for land use planning. This section presents the definition and relevance of land use planning for this study. The next section presents the connection between land use planning and sustainability.

The need of organizing land use is based on the valuable resource that land represents. People require land for their diverse activities and necessities. The demand for the multiple uses of land is bigger than the land resources available, situation especially growing in developing countries. Therefore, it appears the need of managing the land and its possibilities, to assess the potential of the land, select and adopt the best options for its use, meeting the needs of people and considering also the resources for the future. (FAO 1996.)

Land use planning serves for multiple purposes. First, it seeks to order and regulate land use in an efficient and ethical way to prevent land conflicts, representing a coordination and communication instrument. Land use planning is a management tool for local governments, since it embodies a vision that represents the aspirations of government and people, defines the realism of the plan and gives tools for its implementation. Additionally, it also favors value capture and value creation, combined with the tools necessary for its adequate implementation, looking for the improvement of the land or city, its efficiency and its attractiveness for investments. (Huang 2013.)

The concept of urban planning has changed over time. Early views considered urban planning as a physical design for the city, which should be supported by land-use control and centered in the state. More current views consider urban planning with a wider scope beyond land use, focusing also in the implementation of the plans, and (in some countries) presenting an institutional shift from government to governance. (UN-HABITAT 2009, p. 10.)

“Urban planning is therefore currently viewed as a self-conscious collective (societal) effort to imagine or re-imagine a town, city, urban region or wider territory and to translate the result into priorities for area investment, conservation measures, new and upgraded areas of settlement, strategic infrastructure investments and principles of land-use regulation” (UN-HABITAT 2009, p. 19). Urban planning is a strategic activity that studies the possibilities of an area and their impact in shaping the future socio-spatial relations. Decisions require a trans-generational scale and imply a mode of governance, since planning articulates policies with the judgment of collective action in relation to these policies. (UN-HABITAT 2009, p. 19.)

In the actual fast urbanization processes, present especially in developing countries, cities become of great importance in their distribution and use of land. Therefore, city planning appears as the discipline for *“improving the welfare of people and communities by creating more convenient, equitable, healthful, efficient, and attractive places for present and future generations”* (APA 2015). These goals of city planning evidence the connection with sustainability, helping communities to find different choices around their future and giving solution to problems and challenges.

2.4 Land Use Planning for Sustainability

The possibility of implementing land use planning as a tool for improving cities, change them and improve welfare of people, is connected with sustainability and the need of changing the mindset for addressing global issues effectively. The idea of starting to consider the limits of Earth as constraints for meeting the needs of people, in the present and in the future, requires planning how will be the development of cities and how will they interact with the environment, social organizations, and economy. This section presents the relation between land use planning and sustainability, giving a contextualization of the challenges of cities in the twenty-first century, the relevance of sustainability in addressing these challenges, and the key role of land use planning on sustainable development. The next section focuses on the relevance of social sustainability in land use planning, defining the theoretical limits for this study.

The twenty-first century presents a challenging context that requires taking conscious decisions about our present and future. Demographic, environmental, economic, socio-spatial and institutional challenges are the main factors shaping urban areas in the twenty-first century, according to the Report on Human Settlements written by the UN-HABITAT (2009, pp. 12-15). In relation to demography, rapid population growth especially in urban areas, is affecting principally developing regions, and represents a major challenge because of the urgent need for urban infrastructure. Climate change and the vulnerability of the poorest countries to respond to the environmental threats, represent one of the most significant environmental challenges. In relation to economy, globalization has affected the structure of economy on urban labor markets, increasing inequality, poverty and the rapid expansion of the urban informal sectors, representing a major challenge, especially in developing regions. Urban fragmentation, separation and specialization of functions in the city represent the major socio-spatial challenges. They are associated with inequality, fear of crime within areas in the city, and the new unplanned urbanization of the countryside, associated with the rapid urban growth. Regarding institutions and governments, decentralization and democratization, which have resulted in the transformation of local governments and the expansion from government to governance, have resulted in institutional challenges. The introduction of multi-level and collaborative governance, and the increased interest of involving the participation of communities on the planning decisions that impact their living environments, has difficulties delivering consensus. (UN-HABITAT 2009, pp. 12-15.) Challenges of the twenty-first century are shaping urban areas, and require conscious actions that consider the present and the future of cities, reinforcing the relevance of land use planning as a starting point for sustainability and sustainable urban development.

Sustainable cities and sustainable urban development appear for coping with the twenty-first century city challenges. Sustainable development, as it was presented by Rasoolimanesh *et al.* (2011, p. 152), is meant to give solution to the economic, social, environmental, and governance issues in an urban context. Furthermore, according to Dempsey *et al.* (2009, p. 1), sustainability is strongly accepted as a conceptual framework for urban policy and development, concerning also the areas of planning and urban design.

Multiple views and concepts emerge from the relation between sustainability and land use planning, having different implications over their definition and ideals. According to Rasoolimanesh *et al.* (2011, pp. 152-154), sustainability in an urban area can be divided into two categories, which are explained next: “urban sustainability” or “sustainable city”, and “sustainable urban development” or “sustainable urbanization”. “Urban sustainability” or “sustainable city” refers to a city that has achieved a state free of environmental pressures that could threaten its development, and has strategically addressed social, economic and environmental aspects for the adequate development and satisfaction of needs of people (Rasoolimanesh *et al.* 2011, p. 152-154). For this, it is necessary “*the proper use of resources, the protection of the natural environment, the least possible use of non-renewable resources, and the economic growth or a community’s self-confidence, individual welfare, and the satisfaction of basic human needs*” (Rasoolimanesh *et al.* 2011, p. 153). On the other hand, “sustainable urbanization” or “sustainable urban development” refers to a dynamic process directed to achieve the appropriate conditions for creating a balance between the different needs of the city, in relation to economy, environment and society (Rasoolimanesh *et al.* 2011, p. 153). Analyzing the two categories with the definition of sustainability, the category of “sustainable urban development” results more relevant for this study, since it

acknowledges the process as a fundamental aspect for sustainability, and avoids having final states or ideal conditions that could be interpreted as sustainable or not.

Sustainable urban development aims for a balance between the needs of the city that can be achieved by implementing a system that defines an urban vision (or plan) by combining the dimensions of sustainability. As it was presented by Rasoolimanesh *et al.* (2011, pp. 153-154), urban planning is a traditional tool in reaching a balance between economic, environmental and societal needs, and promoting the interaction between the different stakeholders, including city planners, officials and citizens. Urban planning is a tool that translates visions to priorities, and plays a key role in sustainable urban development, “*by using methods that require the participation of decision makers and stakeholders and new tools to enable decision makers to respond properly*” (Rasoolimanesh *et al.* 2011, p. 153). Therefore, city planning should be based on the principle of sustainability for achieving the balance of needs of the city and sustainable urban development.

2.5 Land Use Planning and Social Sustainability

2.5.1 Setting the Basics for the Analysis

This section presents the key aspects for this study, analyzing the connection between social sustainability and land use planning. In the previous sections, there were discussed the definitions of sustainability, social sustainability and land use planning, and then the connection between sustainability and land use planning. Therefore, this section focuses specifically on the process of land use planning and in just one of the pillars of sustainability for generating the parameters of analysis that are used for evaluating the case study of Bogotá, Colombia. The definition of socially sustainable parameters aims to facilitate the evaluation of social sustainability in the planning process with more clarity and with more specific actions.

For connecting social sustainability with land use planning, it is important to first understand the role of cities in sustainable development. The relevance of cities has increased as a result of the growing urban population, especially in developing regions, having the situation where most of the population of the world lives in urban areas. As it was explored in the previous section, most of the challenges of the twenty-first century affect cities, making them very vulnerable to crises, including environmental, development, economic, energetic, political, and social crises. Actions directed to improve the use of resources, the environmental management, the empowerment of citizens, and the dynamics of cities might have an impact on sustainability and sustainable development. Consequently, as it was explained by Dempsey *et al.* (2009, pp. 1-2), sustainability is now accepted as a conceptual framework for urban policy and development, for defining planning, urban design, and decisions about the city and its future, considering the common objectives between the idea of improving the city and its sustainability.

Social sustainability, as it was defined in the section 2.2 for the purpose of this study, concerns the interaction of society through the participation and empowerment of citizens, the integration and collectivity of actions, and the social norms a society uses to achieve objectives. Equity and the relation between society and environment, which concerns also the needs of people, are fundamental for sustainability and social sustainability. However, they are not analyzed for this study, since the focus will be on wider developmental goals, as defined by Vallance *et al.* (2011) and explained in the section 2.2. Participation and

empowerment, social inclusion and cohesion, and social capital and social norms will be the main focus for this study as key aspects of social sustainability.

2.5.2 Dimensions of Social Sustainability Influencing Urban Settings

Having analyzed the relevance of cities in sustainable development, and the definition of social sustainability, it is pertinent to connect these topics and analyze the relation between social sustainability and the urban environment. Social sustainability, one of the pillars of sustainability, has multiple factors that influence the urban settings. Dempsey *et al.* (2009, pp. 2-3) analyzed physical and nonphysical factors that contributed to urban social sustainability, and are presented in the Table 2.

**Table 2 Factors that contribute to urban social sustainability
(Dempsey *et al.* 2009, p. 3)**

Non-physical factors	Predominantly physical factors
Education and training Social justice: inter- and intra-generational Participation and local democracy Health, quality of life and well-being Social inclusion Social capital Safety Fair distribution of income Social order Social and community cohesion Social networks and interaction Sense of community and belonging Employment Residential stability Active community organizations Cultural traditions	Urbanity Attractive public realm Decent Housing Local environmental quality and amenity Accessibility Sustainable urban design Neighborhood Walkable neighborhood

The Table 2 presents factors in the physical and nonphysical dimensions that contribute to social sustainability in the urban settings in different scales. The physical factors that contribute to urban social sustainability, are related to satisfying needs of people and the relation between environment and society, concerning housing, environmental quality, accessibility to services and employment, sustainable urban design, among others. The non-physical factors that contribute to social sustainability in the urban environment include aspects such as education, social justice, participation, democracy, social inclusion, social capital, cohesion and interaction, culture and tradition, among others. Additionally, the factors concern different scales, including national, district and local scales.

The differentiation of the factors that contribute to social sustainability in the urban setting gives a starting point for the analysis of social sustainability in the process of land use planning. As it was mentioned before, the wider developmental goals are the ones analyzed during this study. This disregards the physical factors that are more connected with the needs and the relation environment-society, as it was explained previously with the definition of

social sustainability for this study. On the other hand, the non-physical factors are of major interest, for combining the urban component with the definition of social sustainability for this study. District and local scales are the most relevant for this study. They are mainly identified with equity and sustainability of the community, involving aspects such as social justice, reducing social and environmental exclusion, accessibility, social cohesion, inclusion, social interaction and networks, participation, pride and sense of place or belonging, among others.

2.5.3 Socially Sustainable Parameters

After analyzing different literature, there are common aspects relating social sustainability and the urban settings that represent the parameters for analyzing the case study of this thesis. The common factors of social sustainability that appeared in the definition of social sustainability and influence the urban settings and land use planning are citizen participation and empowerment, sense of belonging, social inclusion, social cohesion, social capital and social mixing. The definition of parameters for evaluating social sustainability is more convenient for analyzing the case study, since it gives space to specific actions and goals that facilitate the identification and evaluation.

2.5.3.1 Citizen Participation and Empowerment

Citizen participation is citizen power. According to Arnstein (1969, p. 216), citizen participation and the redistribution of power enable citizens that were excluded in the past political and economic processes, to be included in the future and induce significant social reforms that allow them to share the benefits of the prosperous society. Without redistribution of power, participation turns into an empty ritual that allows power-holders to claim that all voices were heard, but without real effect on the outcome of the process. (Arnstein 1969, p. 216.)

There are different levels of participation, which means that a participatory process by itself can have different purposes and outcomes, and does not imply that citizens needs and opinions are addressed and assured. Arnstein (1969, pp. 217-224) explains with eight different gradations or rungs the ladder of citizen participation, presented in the Figure 2. The bottom rungs evidence no participation, where the levels of Manipulation and Therapy are located. Manipulation consists mainly in the power-holders “educating” the citizens, evidencing a style of nonparticipation. Therapy consists in “adjusting the values and attitudes to those of the larger society”, instead of analyzing the real issue, lacking real participation. The next three levels, Informing, Consultation, and Placation, are degrees of tokenism. Informing citizens is the most important first step toward real citizen participation, however in this level, the flow of information is one-sided and citizens have little opportunity to influence the planning. Consultation invites citizens’ opinions, without assuring that their concerns or ideas will be considered, resulting in citizens that “participate in participation”, and power-holders achieving evidence that they realized the required processes for involving people. Placation starts involving some of the excluded citizens on powerful positions, although the traditional power elite holds the majority, and therefore, their voice can be ignored. The upper last three levels, Partnership, Delegated Power, and Citizen Control, represent degrees of citizen power. Partnership enables negotiation and trade-offs with traditional power-holders, redistributing power. Delegated Power emerges when citizens have majority of power, assuring that their programs will be considered. Citizen Control

means citizens obtain full managerial power for planning, policy-making and managing a program, with a final approval by the city council. (Arnstein 1969, pp. 217-224.)

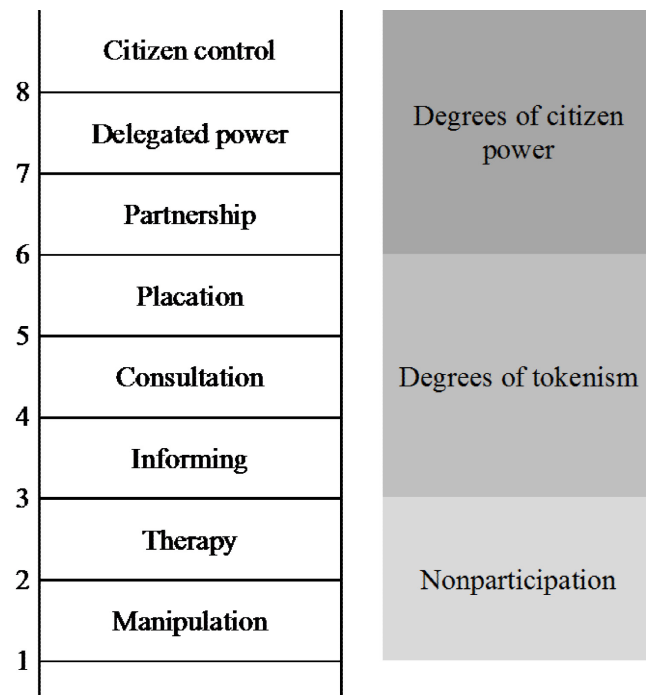


Figure 2 Eight rungs on a ladder of citizen participation (Arnstein 1969, p. 217.)

Greater levels of involvement of citizen participation increase the effectiveness of the processes, for satisfying the needs of people (Hawkins and Wang 2012, p. 12). According to Hawkins and Wang (2012, p. 8), collaboration and participation of stakeholders, especially citizens, in decision making is critical for the success of plan development, project implementation, more just and equitable policies, and for the pursuit of sustainability and environmental protection. Additionally, participation enhances interaction between citizens and government, facilitates learning and education, and builds public support and trust in government. (Hawkins and Wang 2012, pp. 12-14.)

Participation and empowerment of the society is observed in interactive governance and involvement of the society in planning of projects. Allowing the communication of needs and aspirations of the public, leads the direction of policy making, delivering and monitoring process. Additionally, it is a democratic right to be involved in the public policy process. Furthermore, participation allows greater effectiveness of policy delivery by raising awareness of society, aligning policies with the society's values and preferences, and reduces conflicts with policy implementation. (Colantonio and Dixon 2010, pp. 25-26.)

2.5.3.2 Sense of Place / Belonging/ Community

Sense of place corresponds not only to the feeling of attachment to the physical aspects of a place, but also to the connection with the people and the community in that place. According to Dempsey *et al.* (2009, pp. 8-9), the positive sense of connection and affection to a place is an integral component of people's enjoyment of the place where they live, and therefore, is an important dimension of social sustainability. This is represented by the sense of

community, and reflects the social order, common norms, and civic culture of a place. (Dempsey *et al.* 2009, pp. 8-9.)

Sense of belonging is connected with social interaction and participation. This is evidenced in cases where the low sense of belonging reduces the social interaction and community participation. One of the key aspects for increasing the sense of belonging is safety and security, which is also fundamental for social sustainability. Citizens that feel secure enhance trust in the community and contribute to the sense of belonging, the social cohesion and the social capital. (Dempsey *et al.* 2009, pp. 8-9.)

2.5.3.3 Social Inclusion and Exclusion

Social inclusion and social exclusion are terms that have been used on multiple social contexts. According to Oxoby (2009, p. 2), social inclusion tends to focus on the access to economic, social and political institutions. Policies emphasize social inclusion by opening institutional doors and allowing citizens to communicate and make decisions freely. On the other hand, social exclusion tends to focus on poverty, unemployment, low educational attainment, and barriers to social and political institutions. (Oxoby 2009, p. 3.)

Inclusion and exclusion concern the access to rights, resources, and opportunities, and the presence of obstacles to social institutions. Some of the common elements in inclusion and exclusion are the relativity of the terms, the presence of an agency, and the dynamic involved. Inclusion and exclusion exists relative to a given society, place or institution, depending on the social interaction of the individual. It comes to an individual by the act of an agency, which can be interpersonal or intrapersonal. Finally, inclusion and exclusion not only depend on the actual state of welfare, but also about their prospects for the future, their beliefs and perceptions, and their dynamic of interaction based on them. (Oxoby 2009, pp. 4-8.)

For the analysis of social inclusion, it is important to remark the perception of citizens to the access to institutions and resources, in the decision-making. This is connected with the empowerment of citizens, and how they participate in citizen activities and processes.

2.5.3.4 Social Cohesion

Social cohesion appears as one of the major aspects of social sustainability, and relates strongly to social inclusion and social capital. The Table 3 presents the analysis of Forrest and Kearns (2001, p. 2129) about the domains of social cohesion. Social cohesion emphasizes the need of shared values and purposes, social control and social order, the importance of social solidarity and reducing wealth inequalities, the social interaction and engagement of citizens, and the sense of belonging to a place. (Forrest and Kearns 2001, p. 2129.) A cohesive society works for the well-being of all citizens, attacks exclusion and marginalization, generates a sense of belonging and identity, promotes trust and the possibility to improve in the society (OECD 2012, p. 17).

Table 3 The domains of social cohesion (Forrest and Kearns 2001, p. 2129.)

Domain	Description
Common values and a civic culture	Common aims and objectives; common moral principles and codes of behavior; support for political institutions and participation in politics
Social order and social control	Absence of general conflict and threats to the existing order; absence of incivility; effective informal social control; tolerance; respect for difference; intergroup co-operation
Social solidarity and reductions in wealth disparities	Harmonious economic and social development and common standards; redistribution of public finances and of opportunities; equal access to services and welfare benefits; ready acknowledgement of social obligations and willingness to assist others
Social networks and social capital	High degree of social interaction within communities and families; civic engagement and associational activity; easy resolution of collective action problems
Place attachment and identity	Strong attachment to place; intertwining of personal and place identity

2.5.3.5 Social Capital

Social capital is strongly referred in literature as one of the key concepts of social sustainability, present in the relations among persons. Putnam (2001, pp. 1-3, 12) discusses that social networks and the norms of reciprocity that are associated in them, have value for the private and for the public sector, representing the social capital. Dempsey *et al.* (2009, pp. 6-7) present social capital as the characteristics of social organization including trust, the relationships within networks and the mutual obligations and expectations, which facilitate reciprocal actions and cooperation. Similarly, Colantonio and Dixon (2010, pp. 28-30) explain it determines how strong the community is in terms of the collectivity of actions, decision-making and self-reliance within the community. “*Social capital encompasses the set of social norms of conduct, knowledge, mutual obligations and expectations, reciprocity and trust that are widespread within a given region or community*” (Colantonio and Dixon 2010, p. 29).

Social capital has a direct influence on social cohesion, social interaction and social networks. The Table 4 presents the analysis of Forrest and Kearns (2001, p. 2140) concerning the domains of social capital and policies to support them at the neighborhood level. According to Forrest and Kearns (2001, pp. 2139-2140), participation and empowerment, social cohesion, social networks, collectivity of norms, trust, safety and sense of belonging, are the domains of social capital.

According to Putnam (2001), social capital has multiple dimensions that can have positive and negative consequences, and may be not implicitly a positive concept. Although it is assumed in theory and policy that the concept is positive and desired, it can result in the exclusion of outsiders and restrictions on individual freedom (Dempsey *et al.* 2009, pp. 6-7).

Table 4 The domains of social capital and appropriate neighborhood policies to support them (Forrest and Kearns 2001, p. 2140.)

Domain	Description	Local Policies
Empowerment	That people feel they have a voice which is listened to; are involved in processes that affect them; can themselves take action to initiate changes	Providing support to community groups; giving local people “voice”; helping to provide solutions to problems; giving local people a role in policy processes
Participation	That people take part in social and community activities; local events occur and are well attended	Establishing and/or supporting local activities and local organizations; publicizing local events
Associational activity and common purpose	That people co-operate with one another through the formation of formal and informal groups to further their interests	Developing and supporting networks between organizations in the area
Supporting networks and reciprocity	That individuals and organizations co-operate to support one another for either mutual or one sided gain; an expectation that help would be given to or received from other when needed	Creating, developing and/or supporting an ethos of co-operation between individuals and organizations which develop ideas of community support; good neighbor award schemes
Collective norms and values	That people share common values and norms of behavior	Developing and promulgating an ethos which residents recognize and accept securing harmonious social relations; promoting community interests
Trust	That people feel they can trust their co-residents and local organizations responsible for governing or serving their area	Encouraging trust in residents in their relationships with each other; delivering on policy promises; bringing conflicting groups together
Safety	That people feel safe in their neighborhood and are not restricted in their use of public space by fear	Encouraging a sense of safety in residents; involvement in local crime prevention; providing visible evidence of security measures
Belonging	That people feel connected to their co-residents, their home area, have a sense of belonging to the place and its people	Creating, developing and/or supporting a sense of belonging in residents; boosting the identity of a place via design, street furnishings, naming

Social capital is one of the most relevant concepts for social sustainability in this study. It allows the community to develop normative plans and strategies as part of the interaction and governance programs. Additionally, it represents a precondition for building community participation, which is also fundamental for social sustainability.

2.5.3.6 Social Mixing

Social mixing is relevant in social sustainability, in connection to the interaction, social cohesion and social networks that are present in the city. According to Colantonio and Dixon

(2010, pp. 26-28), social mixing and mixed communities have been linked to sustainability in matters of inclusion, cohesion, and the promotion of balanced housing market. Additionally, Tunstall and Fenton (2006, p. 5) point out that the idea that mixed communities are better places to live, has been accepted for many administration policies.

Mixing can occur in different levels in a city including a physical level related to buildings, and a societal level related to the people. A place can be mixed in terms of its buildings, their size, form, designated uses (commercial, industrial or residential), tenure, market value or rent levels. A place can also be mixed in terms of people living in the area, their social characteristics (like income, jobs, household type, age, density, ethnicity, life stages) and attitudes. (Tunstall and Fenton 2006, pp. 6-7.)

Housing mix can be beneficial for sustainability. The argument is based on the ability of mixed neighborhoods to meet the needs and aspirations of its residents over time, by offering different types of housing, for different incomes and lifestyles. The possibility to meet the needs of people without leaving the area, preserves the social structure of the neighborhood, and may strengthen the social networks and interactions in the community. (Tunstall and Fenton 2006, p. 21.)

Mix can be a means to social policy goals, especially in terms of people. Mix can result in improving the well-being and circumstances of people living in a place, bringing benefits to the wider community and reducing future social and economic costs (Tunstall and Fenton 2006, p. 10). Housing mix (in terms of buildings) does not translate immediately into social mixing. Social sustainability requires that additional to mixing people with different characteristics, the personal interaction between them be assured. (Colantonio and Dixon 2010, pp. 26-28.)

Social mixing has been criticized in relation to its effectiveness towards sustainability. Colantonio and Dixon (2010, pp. 27-28) point out that it can generate negative interaction between residents in cases when the mix is too diverse, undermining existing social networks. Therefore, Tunstall and Fenton (2006, p. 25) suggest establishing adequate levels of mix, scale of the mix and the socioeconomic and demographic characteristics of the new people moving into a neighborhood, for ensuring the interaction in the community.

Social mixing is strongly connected with social interaction, which builds the cohesion of society. Additionally, interaction and networks are fundamental aspects for social capital. (Dempsey *et al.* 2009, pp. 6-7.) Social mixing results fundamental for social sustainability and is strongly connected with other relevant aspects of sustainability.

As it was explored, many of the parameters exposed are interconnected between each other. Together, they give a clear notion of the definition of social sustainability for this study, and present how the case study is evaluated. The analysis only concerns the process of land use planning, due to the scale and scope of the project. In the next section, some approaches to planning are presented and analyzed according to the parameters established for social sustainability.

2.5.4 Social Sustainability in Approaches to Land Use Planning

Several approaches to land use planning can be found throughout the world. This section presents different approaches to land use planning, and remarks the social sustainability parameters present in them. Not all the parameters are evaluated in each approach, but just the relevant socially sustainable aspects present in them. Additionally, the section presents shortly some example cases with small scale in other cities, relevant for their socially sustainable aspects present in their planning processes.

2.5.4.1 Approaches to Land Use Planning

The approaches to land use planning included in this section are strategic spatial planning and its variants, new ways of using spatial planning to integrate government, approaches to land regularization and management, participatory and partnership processes, new forms of master planning, and bottom-up planning. The selection was realized based on the Report on Human Settlements written by the UN-HABITAT (2009, p. 15), where new approaches to urban planning are grouped under different categories. Additional literature was considered for understanding the different approaches. The analyses and identification of the social sustainability parameters present in the selected approaches are based on the definition of social sustainability for this study, the definition of the approaches and the criteria of the author.

Strategic spatial planning focuses only on the aspects or areas that are strategic or important to overall plan objectives, and gives broad and conceptual spatial ideas instead of detailed spatial designs. It is important the integration of the strategic plan with the land rights regulatory system for reducing the possibility of abandoning plans frequently with the changes of political parties on power. (UN-HABITAT 2009, p. 15.) This approach is led by the public sector and is a socio-spatial process that creates strategic visions with short-term actions that frame what a place is and may become (Albrechts 2004, p. 747).

The strategic approach requires the identification of major stakeholders, and allows their involvement during the planning process (Albrechts 2004, p. 747). This remarks the socially sustainable aspects of participation and social inclusion, for the access to institutions and to participate, and also related to social capital in the interaction and relations among people. Additionally, the design of shared futures and visions remarks the importance of social cohesion in connection to shared purposes, and social capital in relation to the collectivity of actions.

New ways of using spatial planning to integrate government (or public sector functions) focuses on decentralized solutions, integrating the functions of the public sector with a spatial or territorial dimension, as part of their sectorial strategies. It starts from the idea that shaping spatial development requires sectorial interests working together overcoming the interdisciplinary and professional boundaries. It is important to consider how the new spatial plans align with the development control system. (UN-HABITAT 2009, pp. 15.) The alignment of different entities of the public sector around a common interest is connected with the social cohesion in relation to the shared purposes and the possibility of increasing trust, when there is a common goal.

Approaches to land regularization and management, especially in developing countries, address the issue of informality, considering the need of an attitudinal shift in the government

for recognizing its potentially positive role in the city, and avoid worsening poverty and exclusion. This approach finds alternatives to the forced removal of informal settlements, proposes ways to introduce planning tools to influence and work with development actors for managing public space and providing services, and brings new ideas on how to capture rising urban land values. (UN-HABITAT 2009, p. 16.) Socially regularized land management at the grass-root level is the only way out to the informality generated by the unreliable and inefficient public sector interventions. It requires the integration of actors, institutions and procedures, for overcoming the deficits of the formal system. Additionally, government attitudes need to shift from hostility toward viewing development actors as real builders and designers shaping the city. (Kombe and Kreibich 2000, p. 232.)

The approach to land regularization and management, which focuses specifically in the informal sector, evidences many socially sustainable aspects. Empowerment and participation are very relevant in this approach, where the grass-root level is empowered to change the system, for increasing the effectiveness of policies in the context. Social inclusion is strongly present in the increase of access to rights, institutions and opportunities, by changing the rules so the actors are more accepted in the system. Reduction of exclusion is also present in the aim of regularizing the land, avoiding the forced removals of informal settlements. Social capital is a very relevant aspect too, since it gives value to the relation between the development actors, where even in the informal sector used normative imitating the formal sector, to secure property rights and solve land disputes. Finally, social mixing is strongly present in this approach, where different kinds of tenure are formalized and accepted.

Participatory and partnership processes in planning can lead to better design urban projects, by empowering communities and building social capital, introducing into the strategies the concerns of participants. Successful participation requires an adequate political context, the legal basis for participation, and available resources. Some examples at the neighborhood scale include “participatory urban appraisal”, “participatory learning and action” and “community action planning”, and at the city scale the “participatory budgeting”. Other forms of participation include public-private partnerships. (UN-HABITAT 2009, p. 16.) Participation and empowerment, and social capital are the most relevant socially sustainable aspects in this approach, for its participatory process and the requirement of interactions and relations among people. Additionally, social inclusion is very relevant in this approach, since it increases the access to institutions, rights and resources to citizens, by giving them the power to affect the strategies proposed. Social cohesion is also promoted, by allowing the community to find the shared values and ideas for the city, and allowing interaction and engagement of citizens in the process.

New forms of master planning can deal with the existing city to develop tools to tackle problems like illegality and informality in democratic ways. This approach is bottom up and participatory, oriented towards social justice and aims to counter the effects of land speculation. (UN-HABITAT 2009, p. 17.) Participation, social capital, social inclusion and social cohesion are aspects that are present in this approach.

Bottom-up planning is an approach that is initiated at the local level and involves active participation of the community. In this approach, the local knowledge of land users and local technical staff is directed to define priorities and create and implement plans. The local and participatory aspect of this approach results in increasing the acceptance, awareness and

enthusiasm of the community towards the plan, considering it as their own. However, it is possible that the local interests are not aligned with the regional or national interests, and therefore, its integration with a wider framework is more difficult, especially lacking a higher-level support. (FAO 1996.)

Participation and empowerment of citizens, and social inclusion are the essence of the bottom-up approach by making accessible the institutions for citizens and making their opinion and participation have an impact on decision-making. Social capital is also present in the fact that values the local knowledge and interaction to propose solutions for the place. The need of sharing a common vision for the city between the participants is very relevant for building social cohesion and sense of belonging. Additionally, it represents also an opportunity for social mixing, depending on the level of participation and how the plan is proposed for promoting the interaction of actors in the city.

2.5.4.2 Example Cases

Some example cases with small scales in other cities are relevant for their socially sustainable aspects present in their planning processes. The cases were selected for their strong focus on analyzing the process of involvement of citizens in the planning exercise, rather than focusing their analysis only in the content of the plan. The example cases present real planning exercises in different contexts and scales, mainly in a recreational context, explaining the consequences of the methodology for involving citizens in the planning process. The analyses and identification of the social sustainability parameters present in the selected example cases are based on the definition of social sustainability for this study, the definition of the cases and the criteria of the author.

An interesting case analyzed by Darchen and Ladouceur (2013), occurred in the Fortitude Valley Renewal Plan in Brisbane in 2004, where the social sustainability of the process was evaluated, focusing in three main components: place-making and urban design, public involvement, and the provision of affordable housing. The logic behind the project is that inappropriate urban regeneration can result in economic and social exclusion. Therefore, focusing on the provision of mixed housing and affordable housing was suggested, considering that it can result in economic spin-off effects and favor community cohesion and inclusion. In relation to place-making and urban design, the strategies were not based on strong community participation and involvement but mainly focusing on the built environment, which could result in affecting the existing social networks and identity of the area. In relation to the provision of affordable housing, the focus should not have been only on the needs of the low-income group, but on the provision of diverse housing options, which is a key element to promote social cohesion and social sustainability. Finally, in relation to public involvement, it was not used to its full potential, lacking mechanisms to avoid displacing low-income groups without opportunity to impact urban planning decisions, and resulting in an ineffective public involvement process. (Darchen and Ladouceur 2013.) The main socially sustainable aspects were considered in this case, including sense of place and social cohesion in connection to the importance of building the identity of the place, social mixing and social inclusion in relation to the need of providing diverse housing options, and citizen participation and empowerment, concerning the involvement of all stakeholders, including low income groups, and ensuring their adequate participation.

Other example cases were the analyzed by Maginn (2007, pp. 28-30), in relation to community participation in urban regeneration in the UK, analyzing the potential of collaborative planning and applied ethnographic analysis. The cases evidenced an urgent need for restructuring community participation. One case excluded community groups from the process, which was based mainly on information sharing and not real participation, and lacked a structured community participation strategy. Other case consisted of participation as a therapeutic process with a settled proposal, where the consultation was selective. These cases remark the need from the policymakers' perspective to commit to full community participation and give proper power to people, by involving them as early as possible in the process and giving them enough information, training and resources, so they can act as "real" and "equal" partners, and promote "inclusionary argumentation" and empowerment of communities. (Maginn 2007, pp. 28-30.) Maginn (2007, pp. 30-39) proposes collaborative planning and applied ethnographic analysis because of their potential for favoring these processes and providing a normative framework that could help to strengthen community participation, bring a more pluralistic and democratic policy structures and processes, and more understanding about the dynamics and culture of the community.

The analysis realized by Maginn (2007) is very connected to social sustainability especially in the aspect of citizen participation and empowerment, related with the different ladders of participation and the importance of creating mechanisms to support citizen participation. Social inclusion, social mixing and social capital are also relevant in the sense that all community should be involved, and the proposal of applying ethnographic analysis for understanding the dynamics and relations in the whole community, their value and relevance, and the integration for the urban renewal projects. Additionally, sense of place was a concept relevant in the analysis because of the importance of analyzing the community differently to a "common place", but a focus on the dynamics of it, and therefore it is more connected to the sense of community and belonging, rather than sense of place.

2.5.5 Common Aspects in the Selected Approaches to Land Use Planning

The emergence of socially sustainable aspects in the selected approaches to urban planning, evidence a tendency towards more democratic and inclusionary processes, focusing in participation and empowerment of citizens, social inclusion and social capital. Some of the common elements of the presented approaches to urban planning are analyzed.

The approaches are more strategic and flexible, allowing building social cohesion in relation to common visions and trust in the process, and giving space for participation of citizens. The approaches tend to be more stakeholder or community driven rather than only expert driven, evidencing the importance of citizen participation and empowerment, and the value of social inclusion, social mixing and social capital. Finally, some of the approaches contain objectives reflecting emerging urban concerns, and are action-implementation oriented, relating strongly with social capital and social inclusion in the sense that are focusing on the needs of the community and the relations within it for considering them in the planning process.

Most of the presented approaches are focused on the process of planning and how they can be integrated within governance processes for making them more democratic and inclusionary. However, there appears the risk of focusing principally in the process, at the

expense of the outcomes of the plan, where the urban forms that result from the planning processes and the nature of the regulatory frameworks that support them are not deeply analyzed. (UN-HABITAT 2009, p. 17.) *“Planning is still weak in terms of how to deal with the major sustainable urban challenges of the 21st century”* (UN-HABITAT 2009, p. xxiv).

2.5.6 Final Parameters for Evaluating Social Sustainability

The exploration of land use planning and social sustainability represents the fundamental basis for analyzing the case study of Bogotá, Colombia. Initially, the relevance of cities in sustainable development was presented, continuing by analyzing social sustainability and how its different dimensions influence urban settings. Multiple socially sustainable aspects connected with land use planning were defined, including citizen participation and empowerment, sense of place and belonging, social inclusion, social cohesion, social capital and social mixing. Later on, different approaches to land use planning and some relevant cases were analyzed according to the socially sustainable aspects.

The final selected parameters for evaluating social sustainability in the process of land use planning are **citizen participation and empowerment**, **social interaction** (considered as social mixing, social inclusion and social cohesion) and **social capital**. Relevant connections were found between the different aspects initially defined for social sustainability. Although the connection between the factors is very strong and the limits between their definitions is still blurred, the focus of the study will be directed by the three selected aspects (citizen participation and empowerment, social interaction and social capital) for evaluating social sustainability in the case study. The decision of these three concepts is based on the strong connection of the other terms with the selected ones, considering that social interaction is strongly connected with social mixing, social inclusion and social cohesion, while social capital is strongly connected with sense of place or community. Differently to the proposal of Colantonio and Dixon in implementing social mixing, the term social interaction is clearer in transmitting the definition, while social mixing is considered to be misleading and strongly criticized in relation to the effects of mixing people without ensuring interactions between them and the risk of undermining actual social networks.

The next chapter of the thesis presents the case study of Bogotá, Colombia and the planning process that was held in 2013 for the Modification of the Land Use Plan. The case study comprises a contextualization of the city, the presentation of the case study and the analysis of the legal requirements and implementation of the planning process in Bogotá. The analysis is realized from the socially sustainable perspective. Having set the definition of social sustainability for this study, the aspects of citizen participation and empowerment, social interaction and social capital are analyzed for the legal requirements and the actual process in Bogotá.

3 The Land Use Planning Process in Bogotá

This chapter presents the case study of the planning process in Bogotá, and represents the second part of the study. The evaluation of the case study focuses on the social sustainability of the planning process, answering the second research question about the socially sustainable aspects present in the policies and implementation of the planning process in Bogotá. The case study is evaluated in relation to the legal requirements for land use planning in Bogotá, and the execution or implementation of the planning process. The parameters for evaluating the social sustainability were defined in the previous chapter, and comprise participation and empowerment, social capital and social interaction.

Initially, a contextualization of the city is presented, for generating a common understanding of the city, its social conflicts and some social policies implemented, sustaining the main motivation and relevance of this project for the city. The case study of the planning process is presented, explaining the difficulties and polemics related to it. The analysis continues with the legal requirements for the land use planning process, and the evaluation of socially sustainable requirements. Later on, the execution of the planning process is evaluated in relation to its socially sustainable aspects.

3.1 Context of the City

Colombia is a presidential democratic republic comprising 32 departments, and 1,122 municipalities. The municipality is the fundamental territorial entity of the political-administrative division of the State. Bogotá is the capital district and represents one of the municipalities of Colombia. (DANE n.d.b.)

3.1.1 Introducing Bogotá

Bogotá, the capital city of Colombia, is one of the biggest cities in Latin America, emerging as one of the leaders in the region for its dynamism, economic growth and business climate. The city has received several recognitions for its modern transport alternative TransMilenio, for the transformation of its urbanism, improvement in security, and for its agenda for including climate change in city planning, among others. The achievements of Bogotá have resulted from a process of effort and development of the city; however, the transformation has not been uniform along the city.

Bogotá is a divided city, with differences and opposites that evidence low social cohesion and social mixing, and the need of social inclusion and social capital. The city presents different faces that remark the inequality and social conflicts, having the formal and informal city, the rich and the poor, the functional and the nonfunctional city. Different programs have been implemented looking for the inclusion of society and the empowerment of the community. Planning, policies and actions require dealing with differences and addressing challenges for having a socially sustainable city.

Additionally, Colombia is advancing in a peace process that is a key step for finishing the internal armed conflict that has been affecting the country for more than 50 years. This requires that Bogotá and all Colombian cities be prepared for reintegrating the actors of the conflict with society. Cities have to deal and compensate the displaced population victims of the armed conflict, and to build the social capital for consolidating peace in the country.

Bogotá needs to focus on its social sustainability, for having an integral improvement and development that results in improving the life quality of all citizens. The next sections describe briefly some of the social conflicts in Bogotá and some of the programs implemented for social inclusion, giving the panorama of the city, for understanding the importance of social sustainability in Bogotá.

3.1.2 Population Growth and Urban Expansion

The city has been characterized by its rapid growth and urban expansion. The population of Bogotá approaches the 8 million inhabitants, 16% of the national population, which is rounding 48 million inhabitants. Most of the population of the city lives in urban areas, with less than 0.5% of rural population. (DANE 2005.) The urban area of Bogotá has an extension of approximately 33 km from north to south, and 16 km from east to west (DANE n.d.b). The total urban area of Bogotá is approximately 383 km² and a rural area of approximately 1,636 km² (Secretaría Distrital de Ambiente 2009, p. 13), presenting a vast rural area slightly populated, and an urban area densely populated. The Figure 3 presents the location of the urban area in Bogotá.

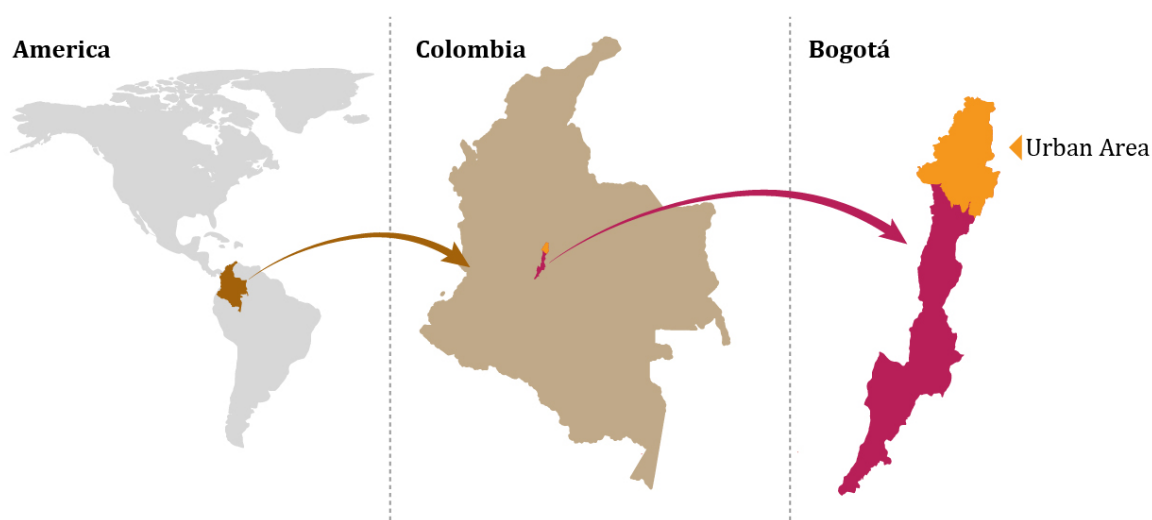


Figure 3 Location of urban area of Bogotá

The city has grown considerably in the last decades, seen in the expansion of the urban area and the accelerated population growth. During the last 50 years, the regional urban land expanded 50 times, while its population has grown 4.6 times (DANE 2005). The Table 5 presents the population for the different census of Bogotá, evidencing the increase of population in the last 50 years.

Table 5 Population growth of Bogotá (DANE 2005; DANE 2009, p. 50.)

1964	1973	1985	1993	2005	2010*	2015*
1,697,311	2,855,065	4,225,649	5,413,484	6,840,116	7,363,782	7,878,783

* Projections based on census of 2005

3.1.3 Informality

There are different reasons for the accelerated growth of Bogotá in the last decades. In the economical reasons, the interest for the countryside was lowered by the industrialization and the market economy, which subsidized foreign products lowering their prices, reducing the competitiveness of the local agriculture, resulting in people migrating to the cities looking for new opportunities. Bogotá had a major concentration of capital and productive activity, which resulted attractive for the population. The history of violence in the country is another major reason for the growth of Bogotá and other cities, taking place mainly in the rural areas, increasing the migratory processes from the rural areas to the cities. Additionally, higher life expectancies and better life quality in the city were other reasons for the accelerated growth of Bogotá. (Torres 2009, pp. 100-101, 107.)

The migratory processes and fast population growth resulted in an uncontrolled development, dividing Bogotá into the formal and the informal city. The formal city presents a modern and planned city, with strong investments in public facilities, public spaces and cultural activities. On the contrary, the informal city is very densely populated, lacking public facilities and public spaces, and evidencing economic, political, social, physical-spatial and cultural conflicts. (Torres 2009, pp. 99-101.) The informal city concentrates poverty, unsatisfied basic needs and indigence, which result in the segregation of areas and strong social conflicts.

3.1.4 Stratification

Additionally to the informal and marginalized areas, Bogotá presents a strong segregation evidenced with the stratification of the city. The city has a socioeconomic stratification that defines subsidies, public service rates, and taxes according to the zone and stratum. The philosophy behind the stratification is that Colombia is proclaimed as a social State of law, based on different principles, including the solidarity and redistribution of income of its citizens. (DANE n.d.a.) In this sense, higher stratum areas subsidize lower stratum areas. However, the stratification has resulted in affecting the social integration of the city, increasing the segregation where lower strata are located together, as well as higher strata are located together, instead of promoting social mixing. The actual situation is that the city is segregated, having the stratum 1, 2 and 3 located mainly in the south zone, stratum 2 and 3 in the west zone, and stratum 4, 5, and 6 in the northeast zones. (Torres 2009, p. 99.)

Stratification as methodology of focalization of subsidies has been strongly criticized. The idea of focalizing subsidies resulted in hierarchizing zones and reinforcing stigmatization and social differences. Bogotá accepted this methodology of stratification, initially justified by a public policy, reinforcing division and differentiation in social hierarchies. (Uribe 2008, p. 144.) This affects strongly the possibilities of integrating the society for having a common purposes and visions of the city, since the socioeconomic stratification has generated segregation and encountered feelings between strata.

3.1.5 Poverty and Inequality

The indicators of poverty in Bogotá and Colombia are improving, but still require special attention for reducing it completely. The city has a 10.2% of poverty incidence while the national level is of 30.6% in 2013. Additionally, Bogotá has 1.6% of extreme poverty incidence, measured by the capacity to purchase the basic nutrients, while in the national

level is 9,1% in 2013. Both indicators show a decreasing tendency in the local and national context. (DANE 2014, p. 7; Secretaría Distrital de Planeación 2015, p. 16.) This can be seen in Figure 4 and Figure 5, which present the indicators for poverty incidence and extreme poverty incidence respectively, in Bogotá and Colombia.

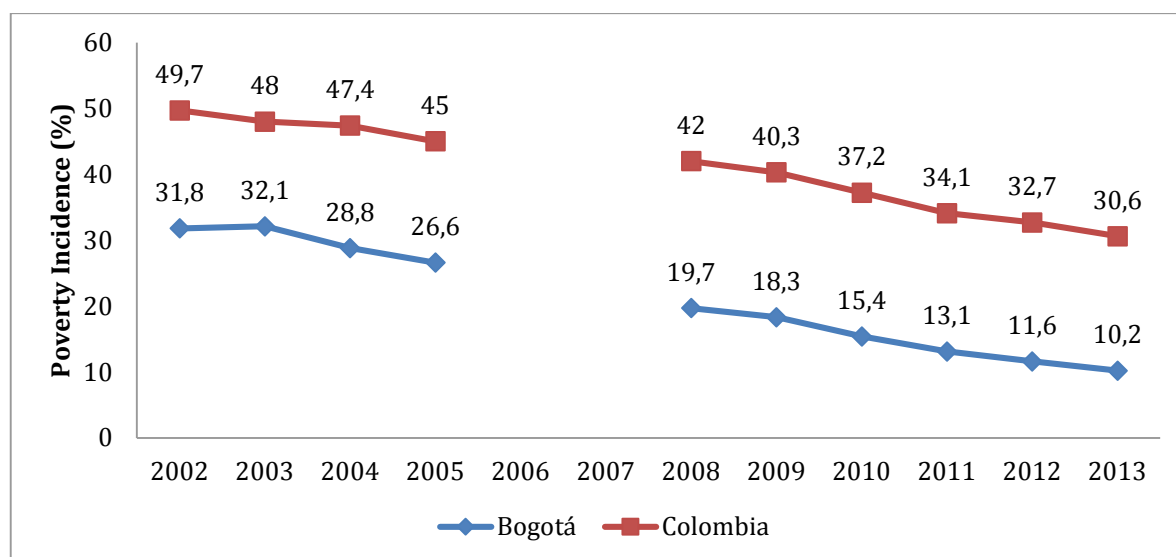


Figure 4 Poverty incidence in Bogotá and Colombia (DANE 2014, p. 7.)

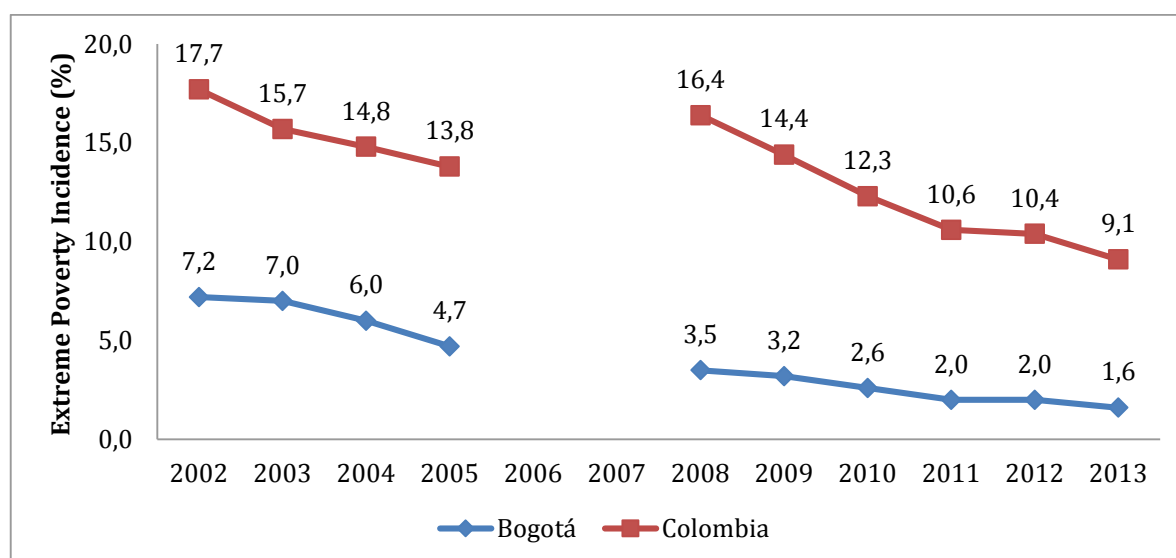


Figure 5 Extreme poverty incidence in Bogotá and Colombia (DANE 2014, p. 7.)

Bogotá is very close to reducing the extreme poverty incidence completely for the first time, meaning that all citizens would be able to purchase the basic nutrients. Many efforts are aimed at reducing extreme poverty completely in Bogotá.

However, even though the indicators of poverty are improving, the inequality is an indicator that requires extreme attention. Bogotá presents strong inequality with a Gini coefficient of 0,504, while the national level is 0,539 in 2013, remembering that a value of 0 means an equal society, and a value of 1 means a completely unequal society (DANE 2014, p. 8;

Secretaría Distrital de Planeación 2015, p. 17). The Figure 6 presents the Gini Coefficient for Bogotá and Colombia for the last years.

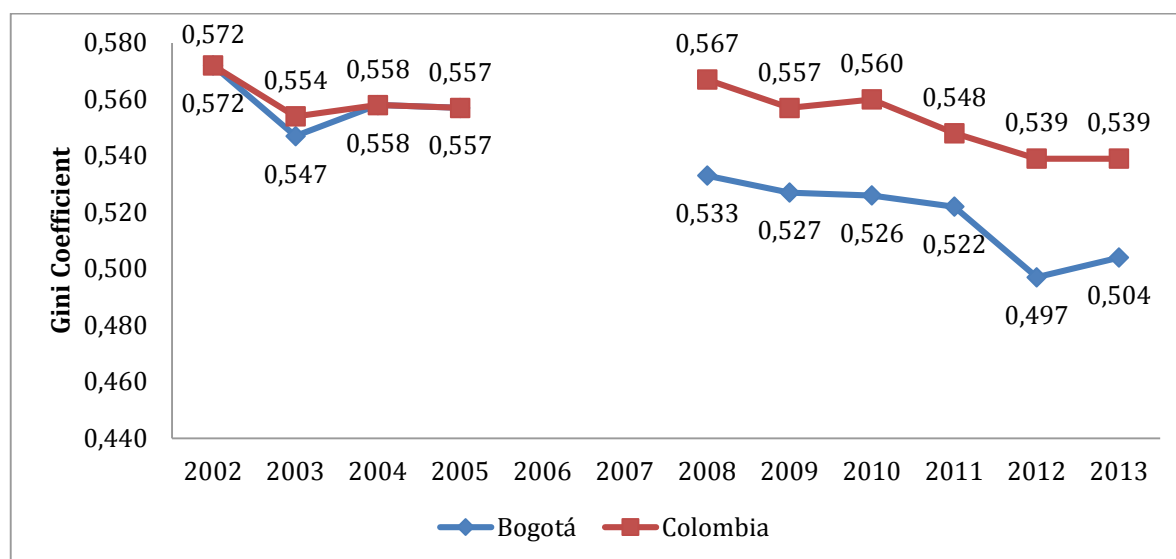


Figure 6 Gini coefficient in Bogotá and Colombia (DANE 2014, p. 8.)

Poverty and inequality are fundamental aspects related to segregation and social conflicts in Bogotá. The perception of poverty, poverty index based on income and inequality vary strongly among zones in Bogotá. The south and west zones have a stronger perception of poverty than in the northeast zones, which is also consistent with the poverty index based on income. In relation to inequality, the northeast and center zones have a higher inequality (measured with the Gini coefficient) than in the south and west zones. (Secretaría Distrital de Planeación 2011, pp. 166-178.) This situation evidences the concentration of income and poverty in specific zones in Bogotá, connected with high inequality and strong segregation.

3.1.6 Policies for Social Inclusion

The city is implementing policies aiming to reduce poverty, inequality and increase inclusion. Around 34% of the budget of the city for 2015 is directed to the sector of social inclusion and reconciliation. The main programs supported are directed to protect the right of equal opportunities for childhood, including integral attention to children, food security and nutrition, protection of rights of children and family, support for the institution of family welfare (ICBF - Instituto Colombiano de Bienestar Familiar), among others. Additionally, programs in relation to the reintegration of citizens after the armed conflict include support for the transitional justice, programs for reconciliation, and programs for supporting the displaced population. (DNP 2015, pp. 4-10.) The Figure 7 presents the division of the total city budget into the different objectives of the National Development Plan, including equality of opportunities, sustainable growth, support mechanisms, peace consolidation and environmental sustainability.

Several programs have been directed to promote and appreciate diversity in the city, aiming to eliminate discrimination. The District has a strong interest on strengthening citizen participation, leaded with the Institute for Participation and Community Action (IDPAC – “Instituto Distrital de la Participación y Acción Comunal”), where all cultural diversity and their engagement in participation is valuable, supporting indigenous groups, elderly groups,

LGBT community, displaced population, etc. (IDPAC 2010.) Education without discrimination is one program for inclusion in the city, aiming to reduce segregation and exclusion (Secretaría de Educación del Distrito 2014). In relation to sexual diversity, the district has supported several initiatives for equality, considering the value of diversity and the importance of creating a culture of respect, rights and no-discrimination, including the strategy “En Bogotá Se Puede Ser” which aims to reduce discrimination by transforming the culture with interaction and acceptance, the Week for Equality, and the opening of specific jobs with the District in directive and professional positions for LGBT members, among other programs. (Secretaría Distrital de Planeación 2014b.) In relation to participation, the District is also supporting strongly ICT (Information and Communication Technologies) for not only creating smart cities, but also for having smart citizens.

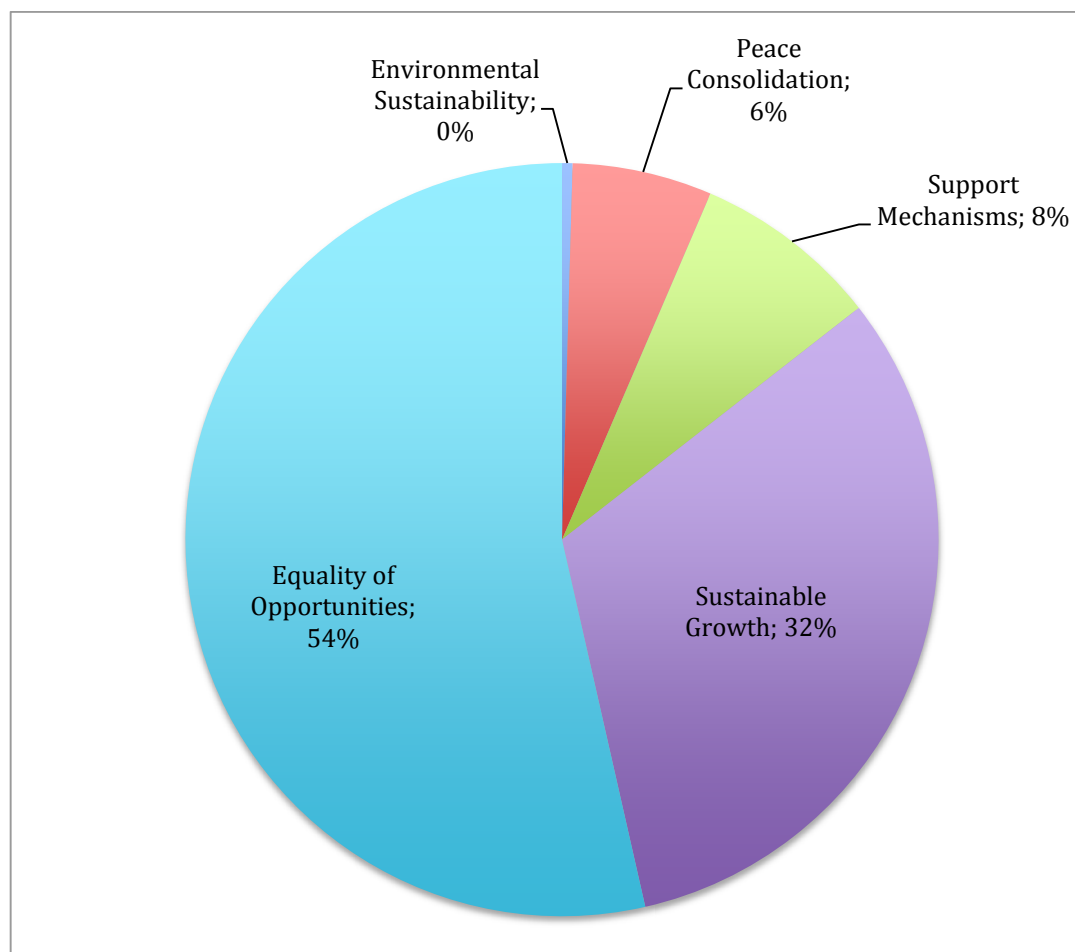


Figure 7 Budget division for 2014 according to pillars of the National Development Plan – Bogotá (DNP 2014, p. 49.)

3.1.7 Citizenship Culture

Citizenship culture has been one focus for social policies implemented in Bogotá for the last decades. It represents the set of shared traditions, actions and minimum rules that generate a sense of belonging, facilitate living in community and lead to the respect for the common heritage and recognition of human rights and duties of citizens. As strategy for public policy, it focuses on intervening the culture, for changing certain behaviors. Citizenship culture is part of the development plan of the city for 2012-2016 in relation to transparency, probity, fight against corruption and inclusive and effective social control. (Veeduría Distrital 2013.)

Three main projects are included in the development plan in relation to citizenship culture. The first one looks for strengthening the institutional capacity for identifying, preventing and solving problems related to corruption and opportunities of probity. The second one is related to the social control for the care of the public and the preventive control. The third one is to promote the citizenship culture and legality, with a special interest on fighting corruption from the attitude of citizens. (Veeduría Distrital 2013.)

In relation to corruption, Bogotá and its citizens have suffered strong crises in the last years, affecting the social sustainability of the city. Scandals involving former mayors of Bogotá, massive projects with no progress because of stolen money, and questionable project contracting and competition processes, are some of the headlines in the national newspapers, affecting the moral and progress of the city. Several demands and policies have been implemented for attacking corruption, but it still represents one of the major social issues in Bogotá.

The perception of corruption in the city is very high, affecting the moral, sense of belonging and community, social cohesion and empowerment of citizens. According to the director of the Oversight Office in Bogotá, Adriana Córdoba (2015), 70% of citizens think that there exists corruption in the city and its public institutions, and 70% of businesses consider that it is legitimate to pay for bribes. This perception affects strongly the behavior of citizens, considering themselves as honest living in a city with cheats, thinking that for surviving they should cheat first. This reinforces the corruption in the city, destroying the trust of citizens and the social capital of Bogotá. (Córdoba 2015; Veeduría Distrital 2014, pp. 30-31.)

Several efforts are boosting the creation of a transparency index that considers visibility, quality management and controls (Córdoba 2015). The transparency index and lower levels of corruption could help in making more accessible the institutions for citizens, building trust in the institutions and in others, and creating a shared vision for the city for the common good. This could result in empowering people individually and collectively to fight corruption, strengthening the relations among people, leading to a positive collectivity of actions, increasing the sense of community and building the social capital of the city.

3.1.8 Reflection

Bogotá is a city of fast transformation. The positive achievements have been the result of creative solutions and efforts for development, and are an example of improvement for the city. However, the development and improvement should be integral and inclusive for all the city, and therefore, it is necessary to focus on the social sustainability of Bogotá.

The most relevant social conflicts that affect the city evidence the need of social cohesion, social mixing, social capital, social inclusion, and sense of belonging. The city presents high informality and inequality, resulting in strong segregation and division. The lack of sense of belonging and trust has resulted in crises of corruption and urgent need for citizenship culture. This scenario, adding the need for consolidating peace, requires strengthening the social dynamics of the city, for having a prosperous future.

Several programs have been implemented for increasing participation, inclusion and reducing segregation. The District values diversity and understands the importance of

engaging citizens in community activities and participation. Additionally, a strong interest for increasing trust of citizens over institutions has led efforts towards transparency and visibility.

In this context, the main motivation for this project comes from the idea of improving the social sustainability of Bogotá from the process of land use planning, for having a better and inclusive city. Land use planning deals with the issues of urban expansion and informality, and is a key point for managing the segregation and inequality in the city. Additionally, having a process for planning that generates a common vision of the city between its citizens, can help to transform it and create social cohesion and social capital, essential for the prosperous development of the city. The District recognizes the importance of citizen participation and engagement in the process of land use planning, and facilitated the collaboration for the research of this project offering interviews and material about the process held in 2013. Next, the case study is presented, explaining the polemics and difficulties it had, that led to the actual suspension of the Exceptional Modification of the Land Use Plan.

3.2 Presentation of Case Study and Analysis Methodology

As explained previously in the methodology and structure of the study, the case study analyzes both the legislation establishing the land use planning process and the implementation of the planning process in Bogotá. Since the case study considers the legal documents and involves several actors of the government, a short introduction of the legal system in Colombia and the planning system are presented next.

Colombia adopted the representative, republican and democratic form of government, being governed by representatives of the people, elected through direct vote. The country has a system of governmental powers, including an Executive Power, a Legislative Power, and a Judicial Power, and also has a written Political Constitution. The Executive Power is conformed mainly by the President, the Vice-President (both elected along with the President by popular vote for four years), the Ministers, and the directors of the administrative agencies. The Legislative Power consists of a bicameral Congress composed of a Senate and a House of Representatives, elected by direct popular vote for four years. The Judicial Power represents the court system and consists of the Supreme Court of Justice, the Council of State, the Constitutional Court and the Superior Judicial Council. (Ramírez 2007.) In the municipal level, the Executive Power is represented by the Mayor (elected by popular vote for four years) and the district cabinet secretary, and the Legislative Power is represented by the Municipal Council (elected by popular vote for four years) (Orozco 2005, p.70).

The legal system in Colombia has a legislative origin, based on the “written law”. Colombia is a civil law jurisdiction, and its legal system has its roots in the Roman Law and is influenced by the Spanish, Italian and French Civil Codes. (Ramírez 2007.) The hierarchy of norms in Colombia is typical of the civil law jurisdictions. The Constitution presents the supreme set of norms. The Laws (*Leyes*) are the norms approved by the Congress (Legislative Power) and act in a national level. The Decrees with the rank and force of Law (*Decretos con fuerza de Ley* or *Decretos Legislativos*) are emitted by the Executive Power after the Congress delegated the power about the subject. (Ramírez 2007.) The Codes (*Códigos*) are the systematic collection of laws. The Decrees (*Decretos*) are emitted by the Executive Power in their competent area. The Ordinances (*Ordenanzas*) are norms in the

Departmental level. The Municipal Agreements (*Acuerdos Municipales*) are norms in the municipal level, and are originated by the initiative of the proposal of any member of the Municipal Council or by the Mayor. (SENA n.d.)

The Political Constitution establishes that the country will have a National Development Plan. It aligns the national objectives and purposes in the long term, with the goals in the mid term, the investment plan of national entities, and the strategies and direction of policies adopted by the government in the economic, social and environmental areas. The territorial entities will also develop and adopt a territorial Development Plan in agreement with the national government, with the objective of assuring the efficient use of resources and the adequate performance of the assigned functions. The territorial Development Plans comprise a strategic part and an investment plan in the mid and short terms. (*Constitución Política de Colombia 1991, art. 339.*) As part of the action plans included in the territorial Development Plans, the Organic Law of Development Plan requires that municipalities have a Land Use Plan, supported by the government and regulated by the *Ley 388 de 1997* (*Ley 152 de 1994, art. 41*).

The Land Use Plan is the norm that defines how the city can use the land, the protected areas, the conditions for locating residential areas, and productive, commercial, cultural and recreational activities. The main aim of the land use plan is to improve the well-being and life quality of citizens, by facilitating the access to the opportunities and benefits of the development of the city. (Secretaría Distrital de Planeación 2013a.) The Land Use Plan comprises four components: the general, the urban, the rural and the execution program. The general component includes the objectives, strategies, and structural and strategic contents in the long term. The urban component includes the policies, actions, programs, urban norms, and planning and land management instruments for guiding and managing the urban physical development. The rural component includes the policies, actions, programs, norms, and planning and land management instruments for guiding and guaranteeing the adequate interaction between the rural and urban area and the use of rural land. The execution program defines the compulsory territorial actions that the Mayor must execute, in accordance to the investment plan of the Development Plan. (Secretaría Distrital de Planeación 2009, p.9.)

3.2.1 Introducing the Exceptional Modification of the Land Use Plan

The Mayor's Office realized the Exceptional Modification of the Urban Norms of the Land Use Plan of Bogotá. The Modification, from now on referred to as MEPOT (regarding its name in Spanish: “Modificación Excepcional de normas urbanísticas del Plan de Ordenamiento Territorial”), was presented initially as the *Proyecto de Acuerdo 118 de 2013* on May 2nd of 2013, issued by the Mayor of Bogotá, Gustavo Petro, with the *Decreto 364* on August 26th of 2013 and later on suspended by the State Council (Sección Primera del Consejo de Estado) on March 27th of 2014. The *Decreto 190 de 2004*, which compiles the *Decreto 619 de 2000* and *Decreto 469 de 2003*, establishes the actual valid Land Use Plan.

The District argues that the MEPOT is a tool for achieving the goals, strategies and objectives for the mid and long term of the actual Land Use Plan. According to the normative in Colombia referring to the validity and revision of the Land Use Plan, considering the *Ley 388 de 1997*, *Ley 902 de 2004* and the *Decreto 4002 de 2004*, there are different validities for the Plan defined by the content to modify. In the case of Bogotá, the minimum validity

was not over. However, according to the Article 6 of the *Decreto 4002 de 2004*, the Mayor can initiate the exceptional modification of the urban norms of the Land Use Plan at any moment, aiming to achieve the objectives and land strategies in the long and mid term of the Plan, as long as the modifications are justified with technical reasons. (Rodríguez 2013.)

The main legal and technical reasons for doing the MEPOT are summarized in five main topics. First, the changes in the population projections and composition of the city, resulted in a city planned for an overestimated population, leading to the unnecessary expansion of the city affecting natural areas. Second, the Land Use Plan requires to be aligned with the Mobility Master Plan of Bogotá and the creation of the Integrated Public Transport System (SITP) of Bogotá. Third, the Land Use Plan needs to integrate the Risk Management and prevention and adaptation to Climate Change. Fourth, the Land Use Plan needs to include the proposal for planning the rural areas, assigning protection and agricultural areas. Fifth, the Modification proposes having more clarity on applying norms and policies for simplifying the understanding of the Plan. (Secretaría Distrital de Planeación 2013a.)

3.2.2 Suspension of the MEPOT

The purpose of this thesis is not to give an opinion validating or invalidating the MEPOT. This section is presented for contextualizing the case study, without taking a position in favor or against the Plan.

The main reason of the State Council for suspending the MEPOT is that the Mayor had no authority for adopting it by Decree. According to the National Constitution (Article 313), the Municipal Councils are in charge of regulating land use, and their approval is required for modifying the Land Use Plan. The *Ley 810 de 2003* (Article 12) and the *Decreto 4002 de 2004* (Article 8) establish that the Council can revise and approve the modifications to the Land Use Plan by initiative of the Mayor. In case that the response of the Municipal Council takes longer than 90 days, the Mayor gets the power to establish the Modification by Decree. The City Council argues that the Agreement Project of the MEPOT was considered and not approved in the First Debate by the Council during the established period of 90 days, and therefore, the Mayor had no authority for establishing it by Decree. (Henao 2014, pp. 1-5; Juan Jose Montaña Zuleta v Sala de lo Contencioso Administrativo 2014.)

However, according to the *Acuerdo 348 de 2008*, if an Agreement Project is not approved in the First Debate of the Council, reconsideration can be requested. The request should be done in the same session that the Project received the negative vote, so it can be reevaluated during the next plenary session. If the Council votes positively towards the Agreement Project, then it is evaluated again in a First Debate with a different commission that initially voted negatively for it. (*Acuerdo 348 de 2008, art. 73.*)

In the case of the Agreement Project of the MEPOT, even though the reconsideration was requested during the same session it was voted negatively, the Council disregarded the request arguing irregularities on it, filing it and not completing the legal process of approval of Agreement Projects. Therefore, since the Council did not give the reconsideration decision during the corresponding 90 days, under the need and value of efficacy and celerity in a topic that affects the community and the city, the Mayor claimed the authority for establishing the MEPOT by Decree, presented to and accepted by the Court. (Hernández

2013, pp. 40-43.) The Table 6 presents the sequence of events regarding the Agreement Project for the MEPOT.

**Table 6 Timeline of the Agreement Project for the MEPOT
(Hernández 2013, pp. 40-43.)**

2 May 2013	The Mayor presents the <i>Proyecto de Acuerdo 118 de 2013</i> (MEPOT)
7 June 2013 (First Debate)	Presentation of the Agreement Project. The Council did not approve the Project in the First Debate. Two Councilors requested its reconsideration.
9 June 2013 (Plenary Session)	Reconsideration of the <i>Proyecto de Acuerdo 118 de 2013</i> was in the Agenda, but the Council did not reconsider it arguing that it was an extemporaneous request done before the voting of other projects was finished. The Agreement Project was filed.
11 June 2013	<i>Decreto 254 de 2013</i> requests extraordinary Council sessions for continuing with the procedure of different Agreement Projects, including the <i>118</i> .
13 June 2013	Council denies implementing the extraordinary sessions, arguing irregularities on the <i>Decreto 254</i> for including the <i>Proyecto de Acuerdo 118 de 2013</i>
17 June 2013 (Extraordinary Session)	Council realizes the extraordinary sessions but the <i>Proyecto de Acuerdo 118</i> was not reconsidered since it was considered already filed.
26 August 2013	The Mayor establishes the <i>Decreto 364 de 2013</i> adopting the MEPOT.
27 March 2014	State Council suspends the <i>Decreto 364 de 2013</i> and invalidates the MEPOT.

After the suspension of the *Decreto 364 de 2013* and the MEPOT, many polemics and criticism have appeared towards the content of the plan, the establishment as a Decree, the planning process, and the Mayor. The reincorporation of the suspended Decree appears very problematic, and it is possible that it will remain suspended. The constitutional period of the actual Mayor is finishing on 2015, and the elections for the new Mayor in Bogotá will be held in October 2015. The candidates have argued in different debates that Bogotá needs to modify or create a new Land Use Plan, for addressing the needs of the city. Therefore, this thesis gains more interest in the context of analyzing the planning process of the MEPOT, and the possibility of being considered for the next planning process that will be realized in the next Mayor period.

3.2.3 Analysis Methodology of the Social Sustainability in the Process

The analysis of this thesis focuses on the process of planning and the evaluation of the social sustainability aspects. This thesis is not evaluating the resulting plan, the proposals for reorganizing the city, or the incorporation of areas of protection, etc. The thesis focuses on the process of planning of the MEPOT, and the evaluation of the socially sustainable aspects of interest, defined in the previous chapter as citizen participation, social interaction and social capital.

The analysis of the social sustainability of the process of land use planning of the MEPOT requires the analysis of the legal requirements and the actual implementation of the process. The legal requirements define how the process should be held in relation to the involvement of the community, and determine what is acceptable according to the legal parameters, indicating an important guide of the legal “ideal” process. The normative is only analyzed concerning the aspects that are connected with social sustainability. The analysis of the actual implementation of the planning process defines how the process was held in reality, independently to what the law demands. This analysis is focused only in the social sustainability aspects, and is very valuable for understanding the cases of initiatives for changing the process, differences with the legal requirements, and the evaluation of what is happening in reality with the community in relation to the land use planning process.

3.3 Legal Requirements for the Planning Process

The planning process of Bogotá is the result of different actions from the government, marked by the social circumstances that the country was facing in relation to the internal conflict, the economy and the accelerated growth of the city. This section presents a summary of the trajectory of land use planning in Bogotá, presenting how land use planning became a formal requirement for cities in Colombia and the relevant laws that define the requirements for the process of land use planning. Additionally, the relevant actual laws and legal requirements are analyzed in relation to the process of land use planning and their socially sustainable aspects, prioritizing the topics of citizen participation and empowerment, social interaction and social capital.

3.3.1 Trajectory of Land Use Planning in Bogotá

The history of urban development and land use planning in Bogotá evolved during the last century, mostly in the second half of the twentieth century, and involved the collaboration of professional experts giving their opinion and vision as consultants for the government. The creation of the Metropolitan Board of Public Works in 1928 marked the starting point for the evolution of land use planning in Bogotá, followed by the first proposal of the Plan for Urban Development by the architect Karl Brunner in 1936, representing the first steps for the expansion of the city. (IDU n.d., p. 1.)

Under a scenario of accelerating urban growth in the country, the *Ley 88 de 1947*, promoted the urban development of municipalities, and demanded for first time the adoption of a Regulatory Plan for the urban development and future growth of municipalities. Later on, in 1950, Le Corbusier presented the Master Plan for Bogotá “Plan Director para Bogotá”, and in 1957 the District Planning Office made the Pilot Plan for Bogotá, establishing priorities for future works starting from 1958, and adapting and improving Le Corbusier’s plan to the reality of the city, especially in the mobility aspects. (IDU n.d., p. 1.)

During the first half of the century the city was perceived as a close functional system, where land use planning was a well-defined guide towards an ideal state of the city. The second half of the century marked a change in the approach to land use planning, looking the city as an open functional system. The accelerated growth of the city implied that a defined vision of the city as a closed system was not functional for Bogotá. Therefore, a comprehensive planning started to be applied, looking for alternatives and access possibilities for citizens to develop in the city. (Ramírez 2011.)

Many of the expert consultants considered that land use planning should respond to the needs of economic development of the city. Therefore, different institutions, plans and methodologies were defined for achieving the objectives of industrialization and growth. One of these institutions was the National Planning Department (DNP), created in 1958, with the mission of generating the National Development Plan that would guide and organize other institutions and ministries in their programs, plans, and budgets, and would guide social and economic policies for the country. (Ramírez 2011.)

Between the 70's and 90's the urban development of Bogotá was led mainly by the demands of the real estate market. One of the reasons for this situation was the creation of a Constant Purchasing Power Unit known as UPAC in 1972, with the aim of promoting housing ownership and construction, which started an accelerated real estate development in the city, leaving behind the improvements in infrastructure and mobility. The urban development of the city was marked by the private initiatives and developments, relegating planning, public investment and land use. Combined with the accelerated migration towards cities, the growth of Bogotá resulted being inefficient, unequal and unsupportive. (IDU n.d., pp. 1-2.)

The Congress developed the Organic Law of Urban Development, *Ley 61 de 1978*, which required a comprehensive development plan for municipalities over 20.000 inhabitants, considering the modern planning techniques and the coordination within the region, and required the control over land use (*Ley 61 de 1978*). In response to this law, Bogotá generated the *Acuerdo 7 de 1979*, which defined the General Plan of Integrated Development and established policies and regulations about land use in Bogotá, representing the first structured plan for integrated development of the city (*Acuerdo 7 de 1979*). Few years later, this was repealed by the *Acuerdo 6 de 1990*, which adopted the Statute for Physical Planning for the Special District of Bogotá (*Acuerdo 6 de 1990*).

The Land Use Plan of Bogotá, adopted by the *Decreto 619 de 2000*, is the base for the different modifications of the actual valid Plan in the city, mentioned in the previous section. This involves the revision of the *Decreto 469 de 2003* and the compilation of the *Decreto 190 de 2004*, which is the actual valid plan in 2015. The *Decreto 364 de 2013* presents the MEPOT, but as it was explained in the previous section, it remains suspended since 2014.

3.3.2 Policies and Laws Concerning the Planning Process

This section presents the laws, decrees and agreements that are considered relevant to the land use planning process in Bogotá, especially in their connection with citizen participation, social capital and social interaction. The laws are initially presented chronologically, without resembling an additional hierarchy or degree of relevance in the land use planning process.

The Table 7 presents the compilation of the valid normative relevant for the planning process in Bogotá that is analyzed in the next sections. The *Ley 152 de 1994* and the *Acuerdo 12 de 1994* establish the requirements for Development Plans in Colombia and in Bogotá, and establish the Land Use Plan as one of the components of the Development Plan. Additionally, they establish the Territorial Councils of Planning, which represent the highest instance of participatory planning in the process. (*Ley 152 de 1994*; *Acuerdo 12 de 1994*.) The *Ley 388 de 1997* is the Law of Territorial Development and is the most relevant law in

establishing the land use planning process. The *Decreto 448 de 2007* and the *Decreto 503 de 2011* establish the guidelines for citizen participation, common to government entities, including the Secretariat of District Planning in Bogotá.

The analysis of the normative establishing the planning process represents a fundamental edge for this study. This normative defines the valid guidelines for the process of any modification or proposal for land use planning, considering that the acceptance of proposals depends on their legality.

Table 7 Compilation of the normative concerning the planning process

Year	Normative	Scope	Objective
1994	<i>Ley 152 de 1994</i>	National	Normative and regulations for Development Plans and the creation of the Territorial Councils of Planning
1994	<i>Acuerdo 12 de 1994</i>	District	Normative and regulations for Development Plan for Bogotá and the creation of the CTPD
1997	<i>Ley 388 de 1997</i>	National	Normative and legal basis for the territorial development and specifications about the planning process
2007	<i>Decreto 448 de 2007</i>	District	Ensure citizen participation in public policies by the District System of Citizen Participation
2011	<i>Decreto 503 de 2011</i>	District	Ensure citizen participation as the right of people to have power in political subjects

3.3.2.1 Ley 152 de 1994 - Organic Law of the Development Plan and the Creation of the Territorial Councils of Planning

The *Ley 152 de 1994* establishes the procedures and mechanisms for the elaboration, approval, implementation, follow up, evaluation and control of Development Plans, in the National and Territorial levels. The Table 8 at the end of this section presents a summary of the Law in the national and territorial levels. The *Ley 152 de 1994* establishes the authorities and instances of planning, for the national and territorial levels, having in the national level as the major authority the President followed by the National Council of Economic and Social Policies (CONPES), the DNP, the Treasury Ministry, and other Ministries, while in the territorial level the major authority corresponds to the Mayor or Governor, followed by the territorial (Municipal, Department or District) Council, the Administrative Departments or Secretariats of Planning, and other Administrative Departments or Secretariats. Additionally, the Law establishes the National Council of Planning and the Territorial Councils of Planning, together with the Congress and Territorial Councils, as instances of planning for revising and giving a concept of the Development Plans in the national or territorial level correspondingly, before their approval. (*Ley 152 de 1994, art. 8-9, 33-34.*)

The Territorial Councils of Planning are conformed by the selection of the Mayor or Governor over the list of candidates proposed by the Councils or Assemblies. The Councils should be at least conformed by local representatives of the economic, social, ecologic, educative, cultural and communitarian sectors. In indigenous territories, the Planning Council will be conformed by the traditional indigenous authorities and representatives of all community sectors, defined by the Indigenous Territorial Council. (*Ley 152 de 1994, art. 34-35.*)

The Territorial Councils of Planning have a major role in the planning process as the highest instance of Participatory Planning. The main functions of Territorial Councils of Planning, similar to the functions of the National Council of Planning but in the territorial level, are to analyze and discuss the Territorial Development Plan; to organize and promote deep discussions about the Development Plan, with meetings open to the Planning Council, and the possibility of intervention of the economic, social, ecologic, communitarian and cultural sectors, for guaranteeing efficiently citizen participation; to formulate recommendations to other authorities and planning entities about the content and form of the plan; and to give a concept about the project made by the corresponding authority. (*Ley 152 de 1994, art. 37-39.*)

The Law requires municipalities to have Development Plans regulated by the actual law, and also a Land Use Plan that will be supported by the government by giving the orientations and technical support for the elaboration, regulated by the *Ley 388 de 1997*. (*Ley 152 de 1994, art. 41.*)

The Table 8 presents a summary of the Organic Law of the Development Plan, including the structure of the content, the actors involved and the planning instances. This Law concerns the national and territorial levels. For the municipal level, the law requires the Land Use Plan realized according to the *Ley 388 de 1997*.

Table 8 Summary of the Organic Law of the Development Plan (*Ley 152 de 1994*)

National Level	Territorial Level
<p>National Development Plan</p> <p>Content (art. 4-6)</p> <ul style="list-style-type: none"> - General Part - Investment Plan <p>Actors (art. 8)</p> <ul style="list-style-type: none"> - President - National Council of Economic and Social Policies (CONPES) - National Planning Department DNP - Treasury Ministry - Other Ministries <p>Planning Instances (art. 8-9)</p> <ul style="list-style-type: none"> - Congress of the Republic - National Council of Planning 	<p>Territorial Development Plan</p> <p>Content (art. 31)</p> <ul style="list-style-type: none"> - Strategic Part - Investment Plan for mid and short term <p>Actors (art. 33)</p> <ul style="list-style-type: none"> - Mayor / Governor - Municipal, Department or District Government Council - Administrative Departments or Secretariats of Planning - Other Secretariats, Administrative Departments or Offices <p>Planning Instances (art. 33-34)</p> <ul style="list-style-type: none"> - Municipal and District Councils / Department Assemblies - Territorial Councils of Planning <p>For Municipalities, additionally to the Territorial Development Plan, a Land Use Plan is required, regulated by the <i>Ley 388 de 1997</i>. (art. 41)</p>

3.3.2.2 Acuerdo 12 de 1994 – The Planning Statute of the Capital District and the Creation of the CTPD

The *Acuerdo 12 de 1994* establishes the Planning Statute of the Capital District and regulates the formulation, approval, execution and evaluation of the Plan of Economic and Social Development and Public Works for Bogotá (*Acuerdo 12 de 1994*). This District Agreement is the response given by the authorities in Bogotá to the *Ley 152 de 1994*, in relation to the Development Plan for territorial entities.

The authorities for planning in Bogotá are established with the Mayor as the maximum oriented in the District Planning, followed by the District Council, the Administrative Department of District Planning, and other Secretariats and Administrative Departments. The instances of planning for revising and giving a concept of the District Planning are the District Council and the Territorial Council of District Planning (CTPD) in Bogotá, having an important role in the planning process as the highest instance of Participatory Planning in Bogotá. (*Acuerdo 12 de 1994, art. 6-8.*)

The Table 9 presents the summary of the actors and planning instances for the development plan of Bogotá, named Plan of Economic and Social Development and Public Works for Bogotá. This table presents a similar structure to the Table 8, but just concerning the actors and planning instances for Bogotá.

Table 9 Summary of the Planning Statute of the Capital District (*Acuerdo 12 de 1994*)

Bogotá
Plan of Economic and Social Development and Public Works for Bogotá Actors (art. 6) -Mayor of Bogotá -District Government Council -Administrative Departments of District Planning -Other Secretariats, Administrative Departments or Offices Planning Instances (art. 7) -District Council (Concejo de Bogotá) -Territorial Council of District Planning (CTPD)

The CTPD is conformed by the selection of the Mayor over the list of candidates and follow the distribution proposed in the *Acuerdo 495 de 2012*, which modifies the Article 9 of the *Acuerdo 12 de 1994*. The CTPD should consist of at least: (*Acuerdo 495 de 2012, art. 9*)

- 4 representatives of the economic sector
- 4 representatives of the social sector
- 1 representative per each Local Administrative Board
- 2 representatives of the educative sector
- 2 representatives from the health sector
- 2 representatives from the environmental sector

- 2 representatives from the cultural sector
- 2 representatives from the sports and recreation sector
- 3 representatives from the communitarian sector
- 2 representatives of the NGOs looking for children's rights
- 2 representatives of youth organizations
- 2 representatives of elderly organizations
- 2 representatives of women organizations
- 2 representatives of LGBT organizations
- 2 representatives of the African-Bogotá communities
- 2 representatives of the indigenous population in Bogotá
- 2 representatives of the disability sector
- 2 representatives of NGOs for the protection of human rights
- 2 representatives of religious organizations in Bogotá
- 2 representatives of nonprofit organizations for the protection of horizontal property rights
- 1 representative of each of the Local Planning Council from the different localities
- 1 representative of each District Council

The main functions of the CTPD are to analyze and discuss the Development Project Plan; to organize and promote deep discussions about the Development Project Plan, with District meetings open to localities with the possibility of intervention of the economic, social, ecologic, communitarian and cultural sectors, for guaranteeing efficiently citizen participation; to formulate recommendations to other authorities and planning entities about the content and form of the plan; and to give a concept about the Development Project Plan made by the Mayor, including the Land Use Plan. In relation to the concept offered by the CTPD, as soon as the Mayor presents it and is received for revision, the CTPD has one month for the analysis and discussion of the Project Plan, and emitting the concept and recommendations. In case that the CTPD does not give a concept during the defined time (one month after the presentation of the Plan by the Mayor), then it is considered as an approved requisite and the process for approval of the plan can continue with the District Council. In any case, the concept given by the CTPD is optional and the planning authorities decide to consider it or not. (*Acuerdo 12 de 1994, art. 11-14.*)

3.3.2.3 Ley 388 de 1997 - Law of Territorial Development

The *Ley 388 de 1997* establishes the legal basis for territorial development and land use management. It defines the municipal and district land use, as the set of politic-administrative and planning actions, in order to set the efficient instruments for orienting territorial development and regulating its use, transformation, space occupation, etc. These actions should be guided according to the socio-economic development strategies and their compatibility with the environment, historic traditions and culture. (*Ley 388 de 1997.*)

The Law establishes the principle of democratic participation in the territorial development. This implies that the municipal or district administration, in relation to the urban action, should promote dialogue and look for the common agreement between the social, economic and urban interests, with the participation of its citizens and organizations. This dialogue looks for the efficacy of public policies in relation to the needs and aims of different sectors of economy and society concerning land use. Citizen participation can be developed by the right to petition, holding public hearings, the compliance and enforcement actions, the

intervention in the formulation, discussion and implementation of land use plans and in the processes of granting, amendment, suspension or revocation of the planning permissions, under the legal terms. (*Ley 388 de 1997, art. 4.*)

The objective of the land use plan is to complement the economic and social planning with the spatial dimension, to organize the interventions over the land and orient its development and sustainable use by three main actions. First, by defining territorial strategies (use, occupancy and management). Second, by the design and adoption of the instruments and procedures for implementing integral urban actions and articulating sectorial activities that affect the structure of the territory. Third, by the definition of programs and projects materializing these purposes. The land use planning should be implemented considering the relations between districts, regions and municipalities; should meet the conditions of ethnic and cultural diversity, recognizing pluralism and respect for differences; and incorporate instruments to regulate the dynamics of territorial transformation for optimizing the use of natural and human resources to achieve decent living conditions for the current and future generations. (*Ley 388 de 1997, art. 6.*)

In relation to the urban actions, the Law establishes in the Article 8 the district or municipal entities in charge of the land use planning and intervention, as part of their public function. The urban actions involve the classification of land uses (urban, rural, urban expansion); the localization and signalization of the infrastructure (for transport, public services, waste management, public facilities, etc.); the zoning, localization of uses (industrial, residential, commercial, etc.) and parameters; the definitions of green areas, parks, etc.; the areas of restricted use and risks; the intensity of the urban acts; the assignment of land for social housing; the assignment of priority construction areas; the direction and assignment of the construction of infrastructure projects (transport, public services, public facilities); the expropriation of lands for public or social interest; the localization of areas for recovery and prevention of disasters, and conservation areas; the identification of the ecosystems of mayor environmental relevance, in agreement with the environmental authorities; the definition of lands for urban expansion; others that are relevant for the objectives of the land use plan. (*Ley 388 de 1997, art. 8.*)

The land use plan comprises four components: the general, the urban, the rural and the execution program. The general component includes the objectives, strategies, and structural and strategic contents in the long term. The urban component includes the policies, actions, programs, urban norms, and planning and land management instruments for guiding and managing the urban physical development. The rural component includes the policies, actions, programs, norms, and planning and land management instruments for guiding and guaranteeing the adequate interaction between the rural and urban area and the use of rural land. The execution program defines the compulsory territorial actions that the Mayor must execute, in accordance to the investment plan of the Development Plan. (Secretaría Distrital de Planeación 2009, p.9; *Ley 388 de 1997, art.11, 18.*)

In relation to the urban norms, the Law establishes the structural, general and complementary urban norms. The structural urban norms are established for achieving the objectives and strategies in the general component of the plan and in the mid term of the urban component, prevailing over other norms. They can only be modified after the general revision of the plan or exceptionally by initiative of the Mayor, according to technical studies and supported reasons. The general urban norms establish the land uses, management, actions, etc. in the

urban and expansion areas. They can be revised and modified with the plan or by the initiative of the Mayor. The complementary norms relate to the actions, programs and projects adopted in the general and urban components of the plan, and require their creation for their achievement, as well as the short-term actions and programs. (*Ley 388 de 1997, art. 15.*) Partial plans are the instruments for developing and complementing the decisions of the land use plan in determined urban and expansion areas, or areas for future development of special projects, according to the general urban norms. A private person or entity interested in its development, can propose them for approval to the authorities and planning entities, according to their alignment with the structural norms. (*Ley 388 de 1997, art. 19.*)

The Law establishes the parameters for community participation in land use planning. First, the Law allows the district authorities to delimit the urban area, the neighborhoods and the groups of residential neighborhoods recognized by its inhabitants as referents of their location in the city. This defines their immediate belonging or membership to a local or neighborhood level. In the rural areas, the land division corresponds to villages or group of villages. (*Ley 388 de 1997, art. 22.*)

The recognized civic organizations of the neighborhoods or villages can elect representatives by democratic mechanisms (for assuring the representativeness of the elected) to transmit and present their proposals for the urban and rural components of the plan, during the formulation and dialogue of the land use planning process. Once the plan is adopted or revised, the civic organizations will maintain their participation in three main cases: First, to propose the specific assignment of land uses in micro-zones in the neighborhood scale, in the cases where the effect is limited to their respective territories, and aligned with the structural norms. In the exclusively residential areas, the proposals can be related to landscaping, regulations over traffic, and others for keeping the tranquility of the zone, without affecting the public space and the general norms. Second, to formulate and propose partial plans for urban actions in their respective area, according to the urban component of the plan. Third, to exercise citizen oversight to ensure compliance or prevent the violation of established norms, through procedures in accordance with the local decentralization policies. (*Ley 388 de 1997, art. 22.*)

The Law establishes the dialogue, agreement and consultation instances for land use plans. The Mayor, represented by the planning offices or entities, is responsible of coordinating the formulation of the project of the land use plan. Then, the Mayor must present it for the revision and consideration of the Government Council. Before this presentation, the dialogue and agreement between different institutions and the citizen consultation will be held according to the procedure established and described next. (*Ley 388 de 1997, art. 24.*)

First, the project of the Plan will be presented for consideration and approval of the Regional Autonomous Corporation (CAR) or the corresponding environmental authority, in relation to environmental aspects of the plan. The revision period is 30 days and in case of disapproval, the justification requires supported technical reasons and can be appealed to the Ministry of Environment. During the same period of 30 days, there will be held dialogues and agreements with the Metropolitan Board, for the cases of land use plans of municipalities that conform metropolitan areas, looking for the harmony within the plans and metropolitan projects. After the revision of the project by the environmental and metropolitan authorities, the project of the Plan will be presented for consideration of the Territorial Council of

Planning, instance that should present a concept and formulate recommendations during a period of 30 days. (*Ley 388 de 1997, art. 24.*)

The municipal administration will consult and ask for the opinion of the economic sector, professional associations, and will realize public invitations for the discussion of the plan (including the hearings with the local boards), during the different revision periods. They will present the basic documents of the plan, accessible to the interested, and will collect the recommendations and observations by different entities for their evaluation according to their feasibility, convenience and concordance with the objectives of the plan. The municipal administration will establish the mechanisms for publicity and dissemination of the project of the Plan to ensure their massive knowledge, according to the conditions and resources of each territorial entity. (*Ley 388 de 1997, art. 24.*)

As it was presented in a previous section, the project of the plan is presented by the Mayor for the consideration of the Municipal Council, during a period of 30 days after receiving the concept of the Territorial Council of Planning. In case of need, the Mayor can request extraordinary sessions for its revision (*Ley 388 de 1997, art. 25*). In the case that the Municipal Council has not given a decision about the approval of the plan during a period of 60 days, the Mayor is authorized to adopt it by decree (*Ley 388 de 1997, art. 26*).

The Figure 8 presents the three phases of the planning process established by the Ley 388 de 1997. The first phase consists on the formulation of the plan, where the Mayor, represented by the planning authorities, formulate the plan. The second phase is the consideration and agreement of the plan between different institutions and citizen consultation. This phase includes the negotiations with the environmental authority, the Metropolitan Board, the Territorial Council of Planning and the citizenship. The third phase is the approval and adoption of the plan, and concerns the Mayor and the Municipal Council for the approval and legalization of the plan.

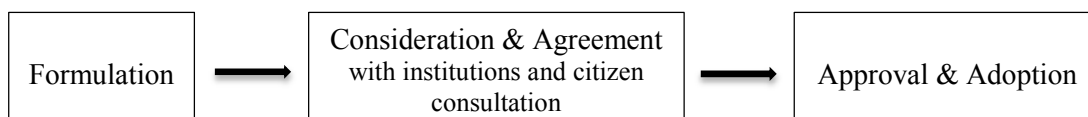


Figure 8 Phases in the land use planning process *Ley 388 de 1997* (Ministerio de Ambiente, Vivienda y Desarrollo Territorial 2004, p. 7.)

The Figure 9 presents a summary of the process and timeline periods established by the *Ley 388 de 1997* in the articles 24-26, previously described.

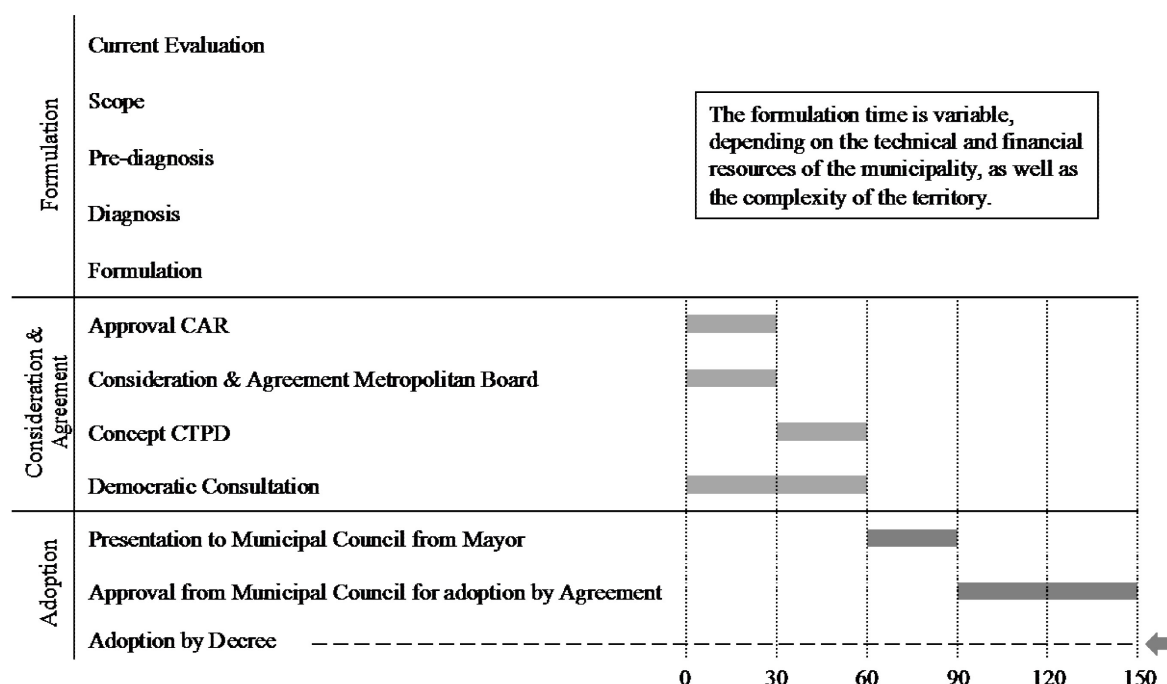


Figure 9 Process and timeline periods of the POT established by *Ley 388 de 1997* (Ministerio de Ambiente, Vivienda y Desarrollo Territorial 2004, p. 7.)

In relation to partial plans, the Article 180 of the *Decreto 19 de 2012* modifies the Article 27 of this Law, establishing their procedure for approval as follows. First, the partial plans are elaborated by the planning authorities, the communities or the interested, according to the parameters of the Land Use Plan or the project of national scale and social interest. The planning office will revise it during a period of 30 days, with an expandable period of 30 days. The revision of the environmental authority follows the approval of the planning office, within a period of 15 days. If there is no agreement with the environmental authority, the project of the partial plan can be filed without modifications. During the revision period, the project requires a phase of public information, inviting neighbors and owners for expressing their recommendations and observations. After finalizing all these previous stages, and within a period of 15 days, the Mayor will adopt the partial plan by decree. (*Decreto 19 de 2012, art. 180.*)

In relation to the period of validity of the contents of the land use plan, the Law established different parameters. The structural content of the land use plan must have a long-term validity that corresponds to three constitutional administrative periods (3 x 4 years), or more in case it is needed for starting with a new administration. The urban content with mid-term consists of two constitutional administrative periods (2 x 4 years), or more in case it is necessary for starting with a new administration. The urban content with short-term and the execution programs consist of at least one constitutional administrative period (4 years). The revisions must follow the same process for approval than the land use plan, and must be supported with parameters and indicators that evidence the impact and need for revising the land use plan. (*Ley 388 de 1997, art. 28; Ley 902 de 2004, art.2.*)

The Law also establishes the Planning Advisory Council, which represents an advisory instance for the municipal administration in relation to land use, conformed by the Mayor for municipalities with more than 30.000 inhabitants. The Advisory Council will be conformed by administrative functionaries and representatives of the organizations and

different sectors related to urban development and urban curators of the municipality. The Council will monitor the plan and propose adjustments and revisions whenever the case. The members of the Council can be selected from the Territorial Council of Planning. (*Ley 388 de 1997, art. 29.*)

3.3.2.4 Decreto 448 de 2007 – Creation of the District System of Citizen Participation

The *Decreto 448 de 2007* creates the District System of Citizen Participation, as an articulatory mechanism between district administration, participation instances and social bodies, with the objective of guaranteeing the right to participate in public policies of the district. (*Decreto 448 de 2007.*)

One of the important topics established for the System is the relation of information and communication. The System is responsible of organizing and presenting the information for facilitating informed and proactive citizen intervention in district and local public management. Other important topic for the System is the relation of training and education for participation. The System should promote the politic education of citizens for strengthening their comprehension of public decision processes and mechanisms for influencing public policies. The relation of research for participation is relevant also for the System, in determining the factors that affect intensity, quality, results and impacts of participation. Additionally, the System promotes institutional and social mobilization processes of public interest. (*Decreto 448 de 2007*; Instituto Distrital de la Participación y Acción Comunal n.d., pp. 1-6.)

The components of the System are the participation authorities and public entities; the different forms of citizen organization and mobilization; and the articulation spaces between public entities and social actors. The participation authorities are the District Council, the Mayor, the District Government Council, the Government Secretariat of the Capital District, the District Institute for Participation and Community Action, and other Secretariats of the District. The social actors for participation are the social organizations in different organizations, sectors, and areas, in the district and local levels, representing the community of the Capital District and their localities. Additionally, the Decree establishes different articulation spaces for the participation where institutional actors and social actors interact, such as inter-sectorial commissions of participation, civic spaces, roundtables, citizens' assemblies of participation, local subsystems for citizen participation forums, conferences and virtual spaces. (*Decreto 448 de 2007.*)

3.3.2.5 Decreto 503 de 2011 – Public Policy of Incident Participation for the Capital District

The *Decreto 503 de 2011* adopts the Public Policy for Incident Participation, compulsory for all public functionaries and entities of the government and public administration in the district and local level.

The Decree defines citizen participation as the right of people to exercise their power as social or political subjects, individually or collectively, to transform and influence the public domain for the general welfare and fulfillment of rights. It can be realized through dialogue, deliberation, and agreement between social and institutional actors, for implementing public

policies under the principles of human dignity, equity, diversity and incidence. The participation will be realized without discrimination, including disabilities, age, sex, politic affiliation, economic situation, ethnicity, culture, or others. Citizen participation contributes to strengthen the sense of belonging and identity for achieving a democratic culture and a more just society based on the collective construction of the public affairs. (*Decreto 503 de 2011, art. 2.*)

The objective is to establish and strengthen the process of democratic construction of the public affairs, guaranteeing participation in the processes of formulation, decision, implementation, revision, evaluation and social control of the public policies, District Development Plans, Local Development Plans, and Land Use Plans (*Decreto 503 de 2011, art. 4-5*).

For achieving this, the Decree establishes 5 different lines of action. The first one is for strengthening citizen participation and its incidence or influence in different scales (neighborhood, village, locality). The second line is for articulating actions of citizen participation by strengthening the District Participation System, for the coordination between institutions and levels for the construction of the city. The third line is for strengthening autonomous social networks and organizations that aim to generate horizontal interlocution with the State. The fourth line is for strengthening institutions and their participative public management, by focusing in the production of social knowledge, strengthening citizenship by Participatory Planning, Participatory Budgeting and Citizen Agendas for the development of the territory. The fifth line is for strengthening the territorial integral management for the rights guarantee for giving integral solutions for the welfare of citizens. (*Decreto 503 de 2011, art. 6.*)

The Decree also establishes strategies for guaranteeing the availability, access, quality and permanence of the citizen participation rights. The strategies include implementing deliberation exercises that articulate policies with strategic topics for the city, promoting planning processes and participative budgeting; constructing agendas for the solution of social issues, specific to each territory and social sector; generating participatory budgets in relation to articulatory strategic topics of the city; the normative compilation regulating the citizen participation; the social mobilization for including actors previously excluded, which requires processes of communication, information and the production of social knowledge; the establishment of pedagogic and communication methodologies for promoting a democratic culture that supports citizen participation in public affairs; the research of participation by the District Participation and Decentralization Observatory and other monitory mechanisms; the revision and evaluation, generating indicators on the effect of citizen participation on decision processes of public policies; the divulgation of pertinent information for facilitating citizen participation and social control over public policies, the District Development Plan, Local Development Plans and the Land Use Plan. (*Decreto 503 de 2011, art. 7.*)

3.3.3 Socially Sustainable Aspects in the Legal Requirements

The legal requirements presented in the previous section, including Laws, Decrees and Agreements are relevant for the process of land use planning in Bogotá. Several aspects of the legal requirements are connected with the social sustainability parameters, established in the section 2.5.6 as citizen participation and empowerment, social interaction and social

capital. Citizen participation and empowerment present a major focus, since they represent the basis for including citizens in the process of planning.

The analysis of the social sustainability of the legal requirements of the planning process considers the socially sustainable parameters and their connection with the legislation that define the planning process. At the end of this section, the Table 10 presents a summary of the socially sustainable aspects identified in the legal requirements analyzed according to the socially sustainable parameters. The aspects identified in the legislation in accordance to the socially sustainable parameters were grouped in different categories, for facilitating the understanding and organization of the information. The defined groups include legal recognition, tools, value, level of participation, role of authorities promoting participation and data. The definition of these categories was realized by clustering the topics that connected the legislation and the socially sustainable parameters. The legal requirements connected with citizen participation and empowerment, social capital and social interaction are analyzed next.

The Organic Law of the Development Plan (*Ley 152 de 1994*) establishes the need of having Development Plans in the national and territorial levels, and establishes the Land Use Plan as one of the components for development. The Law establishes the planning authorities within the government, for the national and territorial levels, reflecting a traditional top-bottom approach to planning, where the city government defines the plans for the city. However, the Law also establishes the Territorial Councils of Planning as the highest instance of participatory planning. The Councils are conformed by different sectors (economic, social, ecological, educative, cultural and communitarian), connected to the consideration and inclusion of previously excluded sectors in the process. Additionally, the Law considers the social structure in indigenous communities, and allows a different conformation of the Council according to the Indigenous Territorial Council, respecting the cultural differences and including them in the process.

The functions of the Territorial Councils of Planning consist mainly in analyzing the plan proposed by the authorities, generating discussions about the proposed plan with different sectors, giving the possibility of intervention to the different sectors, formulating recommendations to authorities about the content of the plan and generating a concept about the proposed plan. The Law remarks that the functions of the Territorial Council guarantee efficiently citizen participation. (*Acuerdo 12 de 1994*.) It is relevant the fact that the intention of the Law is to guarantee citizen participation. However, in connection to the analysis of the Ladder of Citizen Participation by Arnstein (1969), the Law is not considering citizen participation in the formulation of the plan, but mainly in consulting them in the analysis, discussion and evaluation, reflecting a degree of tokenism in participation. Additionally, the result of the process of discussion and analysis of the Territorial Council is a recommendation and concept, which can be accepted or neglected by the planning authorities, without guaranteeing an effect on the plan (*Acuerdo 12 de 1994*).

The *Acuerdo 12 de 1994*, which establishes the Planning Statute of the Capital District, in concordance with the *Ley 152 de 1994*, reflects a similar situation but specifically for Bogotá. The CTPD is established as the highest instance of participatory planning in Bogotá, and the conformation of the CTPD, presented in the *Acuerdo 495 de 2012*, presents high variety in the distribution of sectors, including several community representatives. It is important to remark the requirement of representatives of the economic sector, social sector, Local

Administrative Board, educative sector, health sector, environmental sector, cultural sector, sports and recreation sector, communitarian sector, different NGOs, youth organizations, elderly organizations, women organizations, LGBT organizations, African-descendants in Bogotá, indigenous in Bogotá, disability sector, religious organizations, nonprofit organizations, and Local Planning and District Council. The variety in the conformation of the CTPD is strongly connected with social inclusion and the interest of considering previously excluded groups. The District Agreement presents similar functions to the described in the *Ley 152 de 1994* but specific for Bogotá. The functions promote the interaction between the different actors and discussion, however, the effect of their participation is not assured, and in case of overpassing the time frame stipulated by the Agreement, the concept of the CTPD is considered approved (*Acuerdo 12 de 1994*).

The Law of Territorial Development presents the most relevant requisites in relation to the process for planning land use. Democratic Participation is one of the fundamental principles for this Law (*Ley 388 de 1997*), which remarks the importance of citizen participation for the city government, in relation to territorial development. The Law promotes the dialogue between the planning entities and different sectors, for understanding their needs and interests, and finding common agreements on public policies and urban actions (*Ley 388 de 1997*). This connects strongly with the socially sustainable aspects, like citizen participation and empowerment, social inclusion and social mixing. The Law remarks the importance of considering the needs of people for addressing them effectively with public policies (*Ley 388 de 1997*), similarly to the theory of the value of citizen participation, where higher levels of involvement increase the effectiveness of the process for satisfying the needs of people (Hawkins and Wang 2012, p. 12). Additionally, the Law presents several participation instruments, where citizens can demand their right to participate, and requires considering ethnic and cultural diversity, recognizing pluralism and respect for differences. (*Ley 388 de 1997*.)

The *Ley 388 de 1997* presents district entities as responsible for the land use planning and intervention. All the urban actions that represent the actual process of planning are realized by the district entities, without mentioning citizen participation on the formulation of the urban actions and the land use plan. (*Ley 388 de 1997*.) This results in a plan completely proposed by the district entities, in collaboration with the field experts working with them, but without real involvement of the citizens in the formulation and proposal of the plan. Citizens can propose partial plans, in relation to complementary urban norms, for determined areas and their development, however the structural and general urban norms are not influenced by citizen participation (*Ley 388 de 1997, art. 15-19*). These situations diminish citizen power in the process, reflecting again a degree of tokenism in citizen participation, according to the ladder of citizen participation of Arnstein (1969).

In relation to the parameters for community participation in land use planning, the Law allows the district authorities to delimit the urban area, neighborhoods, and groups of neighborhoods, defining inhabitants belonging and membership to a local or neighborhood level for participation (*Ley 388 de 1997, art. 22*). The community and sub-communities go beyond a physical space, and can be determined by ethnographic research, as was suggested in a previous case study. However, the Law presents the community in base to the location, and it can result in missing important connections and associations within it, that can undermine existing social networks and interaction within the defined groups, affecting the social capital of the community. The Law establishes that the neighborhoods or civic

organizations can elect their representatives by democratic mechanisms (*Ley 388 de 1997, art. 22*). This is important in the possibility of having leaders representing the community, however if the neighborhood has different communities, it can result in neglecting the voice of some of its members, and serving the interests of the powerful or active group. After the plan is adopted, the representatives remain active, participating in cases for assigning land uses in micro-zones that affect their urban area (local or neighborhood level), proposing partial plans for urban actions in their corresponding urban area, and as citizen oversight for compliance of norms (*Ley 388 de 1997, art. 22*). These are good opportunities for the community to participate in changes that would affect them and their area directly, and are connected with the social capital and social interaction in the community.

The *Ley 388 de 1997* establishes the process of planning and approval of the land use plan, with the dialogue between different actors and with defined periods of time for the continuity and progress of the process. One of the stages in the process is the consultation and opinion of different sectors of society. The planning authorities are in charge of inviting citizens for the public discussion of the plan, presenting the basic documents of the plan for the information of the interested, and the collection of recommendations and observations for the plan. Additionally, the public administration is responsible of the publicity and dissemination of the project, for the massive knowledge of the plan. (*Ley 388 de 1997, art. 24.*) The communication and spread of information is very important for the participation and empowerment of citizens, social interaction and social capital. Citizens require enough information for being able to participate as equal partners in the discussions (Maginn 2007, pp. 28-30), however the Law does not defines how it should be done, so it results depending on the criteria of the administration on what is enough information and how it should be presented and disseminated.

The *Decreto 448 de 2007* and the *Decreto 503 de 2011* establish the guidelines about citizen participation for city government entities. As first measure, the Decrees establish that participation should avoid all types of discrimination, and recognizes the importance of citizen participation in the contribution to strengthening the sense of belonging, a democratic culture and a more just society, connected to social inclusion and social capital. (*Decreto 448 de 2007; Decreto 503 de 2011.*)

The *Decreto 448 de 2007*, which creates the District System of Citizen Participation, has the objective of guaranteeing the right to participate in public policies (*Decreto 448 de 2007*). The Decree approaches transcendental topics for citizen participation: information and communication are basic for giving citizens the basis for acting as equal partners in the process, and having informed and proactive citizen participation; training and education for participation is fundamental in providing a political education for citizens, for the understanding of the public decision processes and their possibilities of influencing them, and empowering them to participate; research for participation is also important for understanding the patterns of participation, the result of programs for motivating participation, and providing information about the impact of participation in the processes; finally, the promotion of institutional and social mobilization processes of public interests is connected with strengthening the social interaction and cohesion, and social capital of the community.

The *Decreto 503 de 2011* has the objective of strengthening the democratic construction of public affairs, and establishes the need of guaranteeing participation in the processes

concerning public policies, including Land Use Plans. The Decree establishes different lines of action for achieving the objective, considering participation in different levels: between citizens, between citizens and institutions, in social networks working in parallel with the government, the participatory structures of institutions and the connection of citizens with the territory. (*Decreto 503 de 2011.*)

After analyzing the legal requirements and their connection with social sustainability, the focus on citizen participation is evidenced, representing the initiator for the social interaction and social capital in the process of land use planning. The Table 10 presents the summary of the socially sustainable aspects relevant in the legal requirements for land use planning. The analysis consisted in the identification of the connection between the legislation and the social sustainability parameters, established in the section 2.5.6 as citizen participation and empowerment, social interaction and social capital. The identified socially sustainable aspects were then grouped in different categories according to their topic of connection, including legal recognition, tools, value, level of participation, role of authorities promoting participation and data. The information in the Table 10 is connected to the legal requirements analyzed previously, and can be found in the Laws, Decrees and Agreements, except for the information about data, which is a topic that lacks definition in the laws.

The legal requirements for the land use planning process remark an interest in citizen participation and inclusion. In general, the aspects of social sustainability are recognized and valued by the legal requirements in Bogotá. However, participation is not directly citizen power yet, but presents a degree of tokenism, according to the ladder of citizen participation of Arnstein (1969). Additionally, the voice of the community is not strictly represented, but it has the possibility of representing individual interests. Authorities play a fundamental role in motivating citizens to participate, by their communication and dissemination of information, the invitation for public discussions, and the promotion of training and education for participation. There is a need for research about participation and the generation of data and statistics for analyzing how efficiently has citizen participation been guaranteed in the planning process of the city.

The next section presents the analysis of the implementation of the planning process for the MEPOT in 2013. This section serves for comparing and analyzing the theoretic and the real process of land use planning, and the evaluation of their socially sustainable aspects.

**Table 10 Socially sustainable aspects in the legal requirements
for the land use planning process in Bogotá**

	Citizen Participation and Empowerment	Social Interaction	Social Capital
Legal Recognition	Democratic Participation as principle for Territorial Development and for defining public policies. CTPD defined as the highest instance of participatory planning, for guaranteeing the right to participation.	Inclusion of different sectors and their interaction for participation without discrimination. Recognizes ethnic and cultural diversity.	Requires the democratic election of representatives for the different sectors for participation.
Tools	Different participation tools and instruments are defined.	Dialogue and discussion including different sectors is strongly promoted.	Representation of the voice of the community.
Value	Participation is key for the definition of public policies and their social acceptance.	The interaction between sectors allows the common agreement and the creation of a common vision for the city.	Participation is key for understanding and addressing needs and interests of citizens.
Level of Participation	Planning authorities defined within the government. CTPD gives a revision of the plan before approval. Plan proposed by authorities, including urban actions and structural and general urban norms. Participation based on consulting citizens. Results of citizen participation and CTPD concept are recommendations.	Participation based on representatives of sectors and communities. Possibility of citizen proposals for partial plans in specific areas and complementary urban norms, requires social interaction. Allows social mobilization.	Community delimitation by authorities according to physical space, locality or neighborhood. Democratic election of representatives. Participation and voice in decisions affecting their specific area.
Role of Authorities Promoting Participation	<ul style="list-style-type: none"> - Invitation and space for public discussion and participation. - Provision of basic documents, accessible for the interested. - Publicity and dissemination of the project for massive knowledge. - Collection and consideration of recommendations from citizen participation. - Training and education for participation of citizens in public affairs. - Promoting research for participation. 		
Data	No defined statistics for participation and coverage. No data about impact and efficacy of participation on the plan.	No verification of the efficient representation of the common interest.	No ethnographic research.

3.4 Implementation of the Planning Process in the MEPOT 2013

The case of the MEPOT is very particular in Bogotá, since it is the result of the planning process of two different Mayor administrations, and has been subject of strong polemics in the city. The previous Mayor of Bogotá, Samuel Moreno, initiated a process for modifying the land use plan of Bogotá in 2008, with the start of his Mayor period. This process resulted in presenting the motivation for the modification, formulating a diagnosis of the social and urban problems and conflicts in Bogotá, and the involvement of citizen participation for creating the first formulation of the MEPOT, held from 2008 to 2011. This process was not finished since the agreement with the environmental entity CAR was not achieved, and the MEPOT was not established for use. (Secretaría Distrital de Planeación 2014a, p. 4.)

The next Mayor, Gustavo Petro, continued the modification process considering the results of the studies realized by the previous administration, proposing a second formulation of the MEPOT. With the start of his Mayor period, the authorities continued a process of dialogue and agreement with the environmental authorities about the second formulation of the MEPOT, and in August of 2012 the CAR accepted the proposal. In October 2012, the authorities presented the second formulation of the MEPOT to the citizenship and the CTPD for further discussion. In December 2012 the CTPD presented the first concept about the proposal of the MEPOT, remarking deficiencies in the participatory process. Even though the CTPD's concept is facultative, the planning authorities decided to strengthen the participatory process for generating the third formulation of the MEPOT in the beginning of 2013, with the implementation of strategic citizen councils. The second concept of the CTPD was positive in relation to the third formulation of the MEPOT on 2013. The Mayor presented the project of the MEPOT to the Council in May, as the *Proyecto de Acuerdo 118 de 2013*, but the Council rejected the proposal. Finally, on the 26 of August of 2013, the Mayor established the MEPOT with the *Decreto 364 de 2013*. The Figure 10 summarizes the events and phases of the participatory process of planning the MEPOT in Bogotá. (Secretaría Distrital de Planeación 2013b, pp. 9-12.)

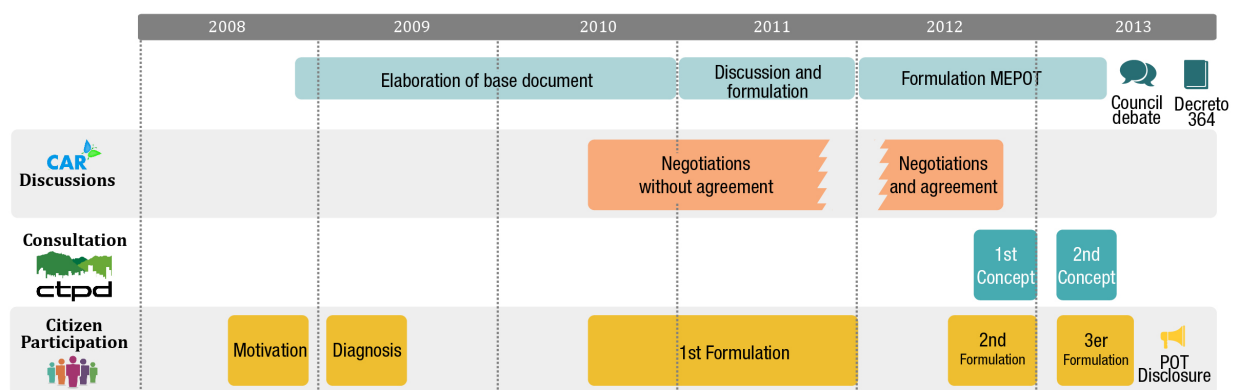


Figure 10 Timeline events of the participatory process of planning the MEPOT
(Secretaría Distrital de Planeación 2013b p. 11.)

All the different phases and formulations of the MEPOT have resulted in the highest participatory process for land use planning in Bogotá, according to the statistics reported by the SDP, especially if it is considered from 2008 until 2013. However, the special circumstances of initiating the process by one Mayor and finalizing it with the next one in power is not regular in Colombia, and is not required by law. Therefore, this research only

considers the analysis from 2012 to 2013, which corresponds to the process executed by the actual Mayor administration.

This section presents the implementation of the planning process of the MEPOT in Bogotá from 2012 to 2013. The information is based on reports presented by the District Planning Secretariat, particularly from the Office of Participation and Communication for Planning, and interviews realized to different actors of the process. Finally, the analysis of the real process and its social sustainability aspects is presented.

3.4.1 Principles and Strategies for the Planning Process

The National Constitution, the District Public Policy, and the legal requirements establishing the process of land use planning recognize participation as a fundamental right, that requires generating mechanisms and scenarios for guaranteeing citizen intervention in the formulation, implementation, evaluation and revision of public policies. The process of formulation of the MEPOT recognizes citizen participation as an instrument for social organization and mobilization, to recognize the rights of citizens and demand their accomplishment. It represents a real, effective and permanent process based on the dialogue between citizenship and authorities. Additionally, the guidelines and orientations in the strategy of the MEPOT recognize the autonomy of the planning instances, such as the CTPD and the Local Planning Councils, and their functions and concepts generated. (Secretaría Distrital de Planeación 2013b, p. 13.)

Participation is considered an exercise of joint responsibility to create a more democratic and effective district public management. One of the distinctive aspects of the actual Mayor administration “Bogotá Humana” is the goal of strengthening the possibility of citizens to influence in the democratic deliberation of the public decisions. Citizens require strengthening their capability to organize and present informed decisions in relation to the problems and potentials of the city, for contributing and influencing public decisions. (Secretaría Distrital de Planeación 2014a, p. 1.) The MEPOT is presented as the result after considering citizen participation scenarios, influencing the land use plan for the city.

Citizen participation represented one of the major edges for the planning process, which was focused on three main objectives. The first one was to divulge and to generate discussion about the MEPOT, by a process of consulting citizens with citizen councils. The second one was related to spread and accept the proposal of the plan and the model of compact city, with all its benefits in the environment, society, space use, etc. The third one was to strengthen citizen participation by providing information, guidelines and tools for the adequate interaction with the city management. In this sense, citizen participation presents a major focus for the planning process and is strongly promoted by authorities in defining the process. (Secretaría Distrital de Planeación 2014a, p. 7.)

The citizen participation strategy of the MEPOT was oriented for the efficacy on the accomplishment of the right to participate. The components considered were contextualization, public debate, systematization and feedback, presenting participation as a process where citizens can influence in the mid and long term, not just reducing it to a specific scenario or exercise organized by the SDP (Secretaría Distrital de Planeación 2014a, p. 11). However, its high technical content has limited strongly citizen participation (Secretaría Distrital de Planeación 2013b, p. 14).

Contextualization consists in the information, communication and social pedagogy, for offering elements for the public debate. It provides the different actors the recognition of the process of planning and the methodology for its discussion. Public debate consists in the participation scenarios and dialogue possibilities between actors, with the aim of promoting building consensus, and the agreements where the general interest is prioritized over the particular interest. Systematization and evaluation consists in the register and analysis of the debate and proposals generated in the different participation scenarios, with the aim of documenting and facilitating their introduction into the respective institutional instruments and processes that invite citizen participation. Feedback consists in the opportunity to present advances and results of the participatory processes to the different actors of the city, in order to build trust of citizenship and promote transparency in the public management. (Secretaría Distrital de Planeación 2014a, p. 11.)

For the efficacy in accomplishing the right to participate, the scenarios for participation require considering actors, instances, principles and strategies established in the public participation policy. The articulation between the district and local levels is very important for the process, promoting the interaction between local and district entities and citizens. The deliberation process for the MEPOT requires considering the urban, rural, environmental, demographic, and other dimensions, for the development of the citizen councils. The introduction of citizen inputs, recommendations and proposals into the MEPOT is realized according to defined technical criteria and their alignment to the land use plan, by the analysis of the corresponding technical professionals. (Secretaría Distrital de Planeación 2014a, pp. 6-7.)

3.4.2 Dynamics of Participation

The dynamics of participation represent how the process of planning and participation was in reality. This section presents the scenarios for public participation, the actors in participation, and citizen inputs and contributions to the process. The statistics of amount and type of participants, activities, and citizen inputs are analyzed in comparison to previous participatory planning processes, according to the reported data from the SDP. Additionally, communication and use of media is analyzed in relation to the impact of information and accessibility to the public, reported by the Office of Participation and Communication for Planning, from the SDP.

3.4.2.1 Scenarios for Participation

The participatory process of planning of the MEPOT consisted of different scenarios for the discussion, information, consulting and deliberation with the citizenship. The main structure of the participatory process was based on citizen councils “Cabildos Ciudadanos MEPOT”. They represent a process of public deliberation and a scenario for citizen pedagogy, where participants are involved by dialogue, recognition of different perspectives, visions of the future and proposals for the land use management of the city and its urban norms. The planning authorities delimited the city into 41 territories distributed throughout the localities and the city, according to environmental, historical, social and cultural criteria, including its urban and rural areas, resulting in 41 territorial citizen councils. (Secretaría Distrital de Planeación 2013b, pp. 16-17.)

The planning authorities established additional scenarios for public deliberation and participation, held from January to April of 2013. The authorities realized District, thematic and sectorial forums, focusing on topics such as urban sports and new tendencies, women and gender equality, and promoted university dialogues in relation to the modification of the land use plan and urban norms. The planning authorities also had workshops with both massive and alternative media, public opinion generators and local planning authorities. Additionally, the authorities held debates about the proposal of the MEPOT with the Local Administrative Boards, an international seminar with experts from different countries, thematic sessions with social, environmental, and community organizations, and working roundtables with professional and business representatives. (Secretaría Distrital de Planeación 2013b, p. 26.) The Table 11 presents the register of participation of the different scenarios, including the number of activities and participants, officially reported by the SDP. Additionally, the Table 12 presents other types of activities in the MEPOT, also reported by the SDP.

An important characteristic of this participatory process was the strategic articulation between the entities in the district level and the local level. The District Administration worked together with the Local Administrations, Local Administrative Boards, Local Planning Councils, Local Associations and Community Action Councils. This facilitated the adaptation of the methodology for the citizen councils according to the dynamics of the population and the territory. Additionally, this collaboration helped in spreading the invitation campaign through neighborhoods, and its dissemination in public institutions with high access to the public. (Secretaría Distrital de Planeación 2014a, p. 6.)

The planning authorities established a permanent communication channel with the citizenship via the official website of the Secretariat of District Planning www.sdp.gov.co for the process of public debate and consulting. The web page served as a platform for publishing permanently data and information related to the proposal of the MEPOT. Additionally, citizens were able to register their proposals for the modification of the land use plan. The webpage registered more than 50,000 visits, from November 2011 to April 2013, and were registered more than 700 rights of petition and requests of information in relation to the MEPOT, which were answered in their assigned legal period of time. (Secretaría Distrital de Planeación 2014a, pp. 19-20.)

Table 11 Participation scenarios in MEPOT
(Secretaría Distrital de Planeación 2013b, pp. 26-27; 2014a, p. 17.)

	2012		2013		Total	
	Activity	Particip.	Activity	Particip.	Activity	Particip.
Meetings with Oversight Bodies	3	13			3	13
Presentation to Urban Curators	2	48			2	48
Communication and Media Workshop	2	23	3	35	5	58
Presentation to Councilors of Local Planning	2	38	4	104	6	142
Web Participation	0		1	177	1	177
Presentation to Local Administrative Board	8		13	183	21	183
Roundtable for regional land use planning	0		5	210	5	210
District/Local coordination activities	0		24	396	24	396
Presentations and Workshops to Public Officers	7	340	4	343	11	683
Presentations to Social, Citizen and Community Organizations	6	194	15	755	21	949
Forums, Panels and Seminaries	3	60	9	2,231	12	2,291
Local Meetings, Citizen Councils and Territorial Roundtables	27	1,897	46	4,136	73	6,033
Total	60	2,613	124	8,570	184	11,183

Table 12 Other participation activities in the MEPOT
(Secretaría Distrital de Planeación 2014a, p. 17.)

	2012	2013	Total
For Consultation and Specialized Dialogue	5	9	14
For Consultation to the CTPD	10	20	30
Dialogues with Unions and Business Associations	12	21	33
Total	27	50	77

The process of formulating the MEPOT required a pedagogic component for promoting and facilitating citizen participation. It consisted in the information provided to the citizens for the understanding and approach to the proposal of the MEPOT, which empowers citizens to participate, motivating the public debate and strengthening dialogues, analysis, findings, inputs, etc. for influencing the plan. Therefore, the planning authorities aimed to have the pedagogic process and tools before the citizen councils with the collaboration of local authorities, promoting the debate in relation to territorial problems and their connection with the MEPOT, for facilitating and enriching the participation and reflection of citizens during the participatory scenarios. (Secretaría Distrital de Planeación 2014a, p. 9.)

The pedagogic tools were structured with three objectives. The first objective was to inform citizens about the meaning of the land use plan, the content of the proposal of the MEPOT and the reasons why the modification was relevant. Different material was presented to citizens, available before the citizen councils, during the invitation to participate, and during

the councils. The second objective was to promote a process of education through an analysis exercise in the Dialogue Circles and the group-works, realized during the citizen councils. These exercises allowed citizens to understand and consider other perspectives and visions of the future of the citizenship and the land management of the city. The third objective was the collective construction of citizen proposals, allowing authorities to understand citizen's perspective and their territorial reality. (Secretaría Distrital de Planeación 2014a, pp. 9-11.)

In relation to the citizen councils, that represent the most relevant scenario for participation in 2013, the methodology implemented is presented next (Secretaría Distrital de Planeación 2014a, pp. 8-9):

1. Registration and Welcome (30 min): Every citizen that was registered, received information for the citizen council: a booklet with basic information of the POT "Cartilla ABC del POT" and the technical form of the citizen council.
2. Presentation of the proposal MEPOT (30 min): A video was projected, explaining the reasons for the modifications, the main topics in consideration with the environmental entities and the proposal of the MEPOT and its relevance in the city. In cases where the video was not presented, it was replaced with a presentation in PowerPoint by the technical coordinator of the MEPOT.
3. Methodology presentation (10 min): the general coordinator of the citizen council presents the methodology to the assistants, in relation to the rules, group-works, facilitation methods, participation dynamics, the Dialogue Circles "Círculos de la Palabra", etc. The group-works should generate proposals for the MEPOT, presenting observations, opinions, proposals, inquiries, etc., and assign a exhibitor for presenting and sharing the conclusions in the final plenary.
4. Presentation of proposals in the plenary and citizen council closure (40 min): each group presents their proposals and inputs for the MEPOT, facilitated by the general coordinator of the citizen council. Each exhibitor counts with an assigned time for presenting the proposals of their group-work.
5. After all groups have presented, the general coordinator gives the official closure to the citizen council.

3.4.2.2 Actors of Participation

The distribution of sectors represented in the citizen participation activities between 2012 and 2013 changed dramatically, according to the reports of the SDP. In the process of 2012, most of the participants were public officers, followed by the social and community sectors. In 2013, most of the participants were representatives of social and community organizations. This evidences the reaction of the planning authorities to the concept presented by the CTPD in December 2012, about previous failures in the participatory process of 2012. The second process evidences an interest on reaching the community and involving them in the participatory process. (Secretaría Distrital de Planeación 2013b, pp. 29-30.) The Table 13 presents the distribution of organization representatives participating in the process.

**Table 13 Participation representatives and actors in MEPOT
(Secretaría Distrital de Planeación 2013b, pp. 29-30.)**

		2012	2013			
Social and Community	CTPD, Community Boards, Local Planning Councils, etc.	816	634	→	Communal	324
Public	District & local administration, councils, Boards, etc.	871	4		Social, Community and Citizen	220
Private	Businesses, Unions, Urban Curators, etc.	319	15		Local Scenarios and instances	64
Individual	Citizens and independent professionals	532			Youth	21
Opinion Formers	Media and academia	75	19		Indigenous	5
Total Representatives of Organizations		2,613	672		TOTAL S&C 2013	634

3.4.2.3 Citizen Inputs

Citizen inputs are an important indicator of citizen participation, reflecting the empowerment of citizens and the community to propose and influence the land use plan. Inputs are categorized as recommendations, requests and observations for guiding the strategies and adjustments of the technical documents of the MEPOT; proposals for the normative simplification and for the MEPOT; identification of territorial, environmental and urban problems associated with the MEPOT; questions in relation to topics of the MEPOT; and not classified inputs. Around half of the citizen inputs for the MEPOT were recommendations, requests and observations, followed by questions, and then with less frequency were proposals, problems, and not classified inputs, as reported by the SDP. It is important to notice that only 12% of the citizen inputs were proposals for the MEPOT. (Secretaría Distrital de Planeación 2013b, p. 31.) The Table 14 presents the distribution of inputs according to their category in the MEPOT.

Table 14 Citizen inputs in MEPOT (Secretaría Distrital de Planeación 2013b, p. 31.)

	2012		2013		Total	
Type of Input	Number	%	Number	%	Number	%
Proposals	249	27%	127	6%	376	12%
Recommendations, requests and observations	154	16%	1,318	62%	1,472	48%
Problems	-	-	263	12%	263	9%
Questions	535	57%	87	4%	622	20%
Not classified	-	-	318	15%	318	11%
Total	938	100%	2,113	100%	3,051	100%

3.4.2.4 Participation Statistics of Planning Processes

At the end of the participatory process for the MEPOT from 2012 to 2013, the planning authorities reported 261 scenarios for citizen participation and deliberation, with a total participation of 11,183 participants and 672 organizations, and receiving 3,051 citizen inputs (Secretaría Distrital de Planeación 2014a, p. 5). In comparison to previous processes of land

use planning, there is an evident tendency of increasing the participation, as presented in the Table 15.

Table 15 Participation statistics in the land use planning processes in Bogotá
(Secretaría Distrital de Planeación 2014a, p. 5.)

	Activities	Participants	Inputs
Formulation & Adoption POT 2000	305	n.d	1,510
Revision POT 2003	50	2,587	n.d
MEPOT 2008-2011	257	18,574	3,962
MEPOT 2012-2013	261	11,183	3,051

3.4.2.5 Media and Communication

According to the reports of the Office of Participation and Communication for Planning from the SDP, the process of the MEPOT had a high impact in media, recording a total of 768 media entries between January and November 2013. This means that in average, more than 2 entries were presented daily in the different media, including Internet, newspapers, radio and TV. (Secretaría Distrital de Planeación 2013b, p. 41.) This remarks the relevance of the MEPOT in public opinion, due to its strong connection to life quality and interests of citizens.

The MEPOT generated strong controversy and polemics in the media, with very strong and different opinions. This can be seen in the evaluation of positions of the media entries, where 38% had a positive opinion, 33% had a negative opinion and 29% had a neutral opinion of the MEPOT, creating a strong media controversy. In relation to the coverage of media, Internet news got the major coverage, followed by newspapers, and with very similar coverage radio and TV. (Secretaría Distrital de Planeación 2013b, p. 41.) This statistics are presented in the Table 16.

Table 16 Amount of entries and position of media coverage of the MEPOT in 2013
(Secretaría Distrital de Planeación 2013b, p. 41.)

	Negative	Neutral	Positive	Total	%
Internet	89	74	117	280	36%
Newspapers	51	92	76	219	28%
Radio	59	30	51	140	18%
TV	52	26	51	129	17%
Total	251	222	295	768	
%	33%	29%	38%		

3.4.3 Polemics and Controversy of the MEPOT

The MEPOT provoked strong polemics in the media and the citizenship. As it was presented previously, the media opinion was strongly divided, presenting positive, negative and neutral registers in a similar proportion. The main reason for the polemics is related to the content of the MEPOT and the modification in the plan. According to the Secretariat of District Planning, the modification prioritizes the common interest and wellbeing of the citizenship over the particular interest of powerful groups in land use, resulting in strong controversy in

the affected groups. The polemics questioned the real scope of the MEPOT and generated disinformation in the citizenship. (Secretaría Distrital de Planeación 2013b, pp. 32-33, 41.)

The controversy of the MEPOT was mainly focused on the content of the modification. The main topics of controversy of the MEPOT are listed (Hernández 2013):

- The impact on life quality and wellbeing of citizens of Bogotá
- The technical viability of some of the proposals for urban development
- The effects of economic dynamism in relation to the construction and industrial sectors, and their effect on employment
- The institutional development of the habitat sector
- The questionable power of the Mayor to establish by Decree the MEPOT
- The regional connectivity and integration, in relation to climate change and the protection of environment
- The technical studies
- The agreement with the environmental entity CAR
- The participatory process in the MEPOT

As it is presented, most of the topics of the polemics are related to the content and technical aspects of the modifications of the plan, resulting out of the scope of this research. However, the polemics on the participatory process and the establishment of the MEPOT by decree are connected with this study.

In relation to the participatory process, it was said that the MEPOT would reinforce the social conflicts in the city because it lacked the citizen consultation, since the participatory mechanisms implemented did not represent the citizen interests into the modification. The planning authorities argue that citizen councils are a mechanism for strengthening land use planning from an integral vision. Additionally, they argue that it was an inclusive process and plan, which considers different actors, such as victims of the socio-political conflict, displaced population, vulnerable population, among others. The MEPOT promotes the social mixing in the space, generating conditions for the social inclusion and integration, representing the basis for a culture and life in peace. (Hernández 2013, pp. 8-9.)

In relation to the establishment of the MEPOT by decree, it is said that the Mayor presented an authoritarian position since the modification does not represent the collective interests of the citizens and was not consulted with the citizenship, with a participation of less than 1% of the population of the city. The planning authorities argue that the process was realized following the democratic principles established in the law and in the District Public Participation Policy, and that the favorable concept presented by the CTPD is an evidence of a satisfactory participatory process. About the citizen proposals, the authorities argue that they were systematized, studied and evaluated, and only those which satisfied all the criteria established by the norm were introduced in the modification plan. According to the authorities, more than one fourth of the MEPOT was modified by the citizen proposals. Additionally, in comparison to other citizen participatory processes, the MEPOT presented the highest citizen participation statistics in proportion to the population, with a total participation of 0.145% of the population. The planning authorities remark that the legal requirements never establish a participation parameter based on percentage of population involved in the process. (Hernández 2013, pp. 40, 49-51.)

3.4.4 Results of the Interviews to some Actors of the MEPOT

Three in-depth interviews were realized to have a deeper analysis on the process of formulating the MEPOT, understanding difficulties and to have other perspectives on the case. One of the interviewees was a public officer of the Secretariat of District Planning in the Office of Participation and Communication for Planning. Other interviewee was a directive member of the CTPD, representing the voice of citizens. The third interviewee was a City Councilor, in favor of the MEPOT. Their views are presented in relation to different topics, such as norms, participation indicators, education for participation, participants, model of participation, and inputs, among others.

In relation to the norm, the SDP officer remarks the difficulty in relation to our lack of planning education, while the Councilor and CTPD member criticize the norm. The SDP member explains that after the norm demanding the generation of land use plans for cities and municipalities, the only option was to respond fast and create a plan according to the process established, where even technicians were not experts in the field of planning, remarking our lack of experience in planning and our lack of long-term vision. Differently, the Councilor and the CTPD member criticize the norm because it established an inadequate participatory process, where participation is not decisive but just a requisite, resulting in informative participation and not effective participation.

The different interviewees criticize the model of participation, presenting unconformities and suggesting changes for an effective participation. The SDP officer explains that the model of participation has been distorted, representing a model of institutional offer. Public institutions offer to the citizenship projects according to their budgets, without meeting the needs of citizens. There should be a change from institutional offer to public demand. However, the concept of demand is also distorted, and citizens consider it as a concrete project, reinforcing the institutional offer model. The lack of democratic culture makes it impossible to direct the entire budget to public debate, and therefore the government has to have a voice in some of the decisions of the city, not all. The approach to needs is different from the perspective of citizens and from the government, both valid and important. He proposes that the change of the model should be directed to a territorial participatory planning, thinking in participation from the beginning of the exercise and focused on the territory, opening it to the existing and new leaderships for understanding the vision of the community over their territory. The CTPD member argues that the problem is that it is top-down, imposing the government's plan and vision for structuring the land use, instead of having a bottom-up approach, where the initiative of people structure the plan. The Councilor suggests the horizontal model of participation, where proposals, communication and decision making advances from the smallest territorial unit, step by step, considering the street, block, neighborhood, locality, and city, generating an effective participation, especially in small cities.

The participants of the process, according to the three interviews, are citizens with particular and strong interests. They assist to complain, demand, or support a specific project, according to their personal interests, without thinking in the common interest for the entire city. Usually, the motivated citizens assist to several events, for pushing again their interests. According to the Councilor, most participants are not the common citizens and it evidences that there is no real opening to the citizenship, where information is mostly sent to the active participants. She explains that common citizens are not empowered to assist, and they prefer

to continue with their daily routines. Common citizens participate mostly when the measures are affecting their personal economy. The SDP officer explains that around 70% of participants assist to multiple events, which represents the active and motivated participants, supporting their personal interests. Additionally, he explains that there are no ethnographic researches about participants according to the registers, because of the low willingness of people to provide personal information. He argues that people do not want to be catalogued in groups, and although it is interesting for public policies, it is not for the community. Additionally, the registers are controlling assistance and do not imply their approval of the document.

In the three interviews, the indicators and numbers of participation were strongly commented and criticized. Some common aspects in their answers were the importance of quality over quantity in participation, and the fact that the norm does not define a percentage of citizens attended in the participatory process for its validity. The officer of the SDP remarks that the process was strongly questioned about the numbers of participation. While the SDP considers that 10,000 people in 3 months is representative, the Comptrollership analyzes the number in the total population, which represents less than 1% of the population involved in the process, determining that the exercise is not representative for the city. However, the SDP officer questions about the parameter on what is the goal of participants and participation, and the fact that participation is voluntary. Additionally, he remarks the need of focusing on the interaction, rather than on the number of participants, since the idea is not to create events for people to assist, but to actually get some interaction and inputs from the process. However, he mentions the concern of people of participating and providing inputs, as a way of validating the process. The member of the CTPD remarks the importance of the quality and knowledge of participants, and their direct increase of possibilities in proposing and influencing the plan. The Councilor remarks that the use of number of participants as an indicator, results in increasing the interest of authorities for promoting citizens to attend to events, without a real commitment in their effective participation and the evaluation of the quality of their inputs to the process. Additionally, the actual numbers of participation of the MEPOT were very low, and as expressed before, result from a norm that establishes an inadequate participatory process.

The three interviewees define education as a fundamental aspect to reinforce for a more efficient participatory process. The SDP officer expresses the lack of education for planning in all levels, and the need of educating people to discuss about the big topics of the city. He explains that it is difficult to get a social consensus, when citizens lack citizenship culture, democratic culture and politic knowledge. He mentions the difficulties in the process where citizens are arguing from their personal interests, lacking social integration. The CTPD member remarks the fact that citizens do not have the same knowledge about the norms, technicalities and regulations as the professionals in the topic, giving them a disadvantaged position in the process, affecting the quality of their proposals and participation, but that still their voice is valuable in the process. He suggests that children should be educated for their empowerment and initiating their willingness to do something for their city. The Councilor argues that there is a strong need for reinforcing the education and pedagogy of citizens about their right to democratic participation, their interest on public affairs and their empowerment. Common citizens are very uninformed about what a land use plan is, the participation scenarios, the structure and their possibilities of participation, etc., resulting in barriers for their effective participation.

All the interviewees recognized the importance of offering feedback to citizens in relation to their inputs, as a method for empowering the citizenship. The SDP officer explained the evaluation of inputs according to a matrix for defining the corresponding topic of land management and their consideration. Many of the inputs were not pertinent, representing questions or proposals already included or answered in the MEPOT. He remarked the importance of an index that measures the incidence of the participatory process in the formulation of the plan, by analyzing the effect of inputs in the MEPOT. After the *Decreto 364 de 2013*, an appropriation exercise was being developed with the communities, providing feedback about the inputs and how they were included in the MEPOT by localities, however it was not finalized since the MEPOT was suspended and citizens lost all the interest in the topic. The empowerment of people was not very clear, since the formulation of the MEPOT was a very controversial topic, presenting disinformation in the media and high incredulity around it. Additionally, citizens were not giving feedback about the participations scenarios but it was mainly within the teamwork, for evaluating the performance of the citizen councils and to improve in the next events. The CTPD member argues that in reality, the inputs are evaluated according to their alignment with the city model proposed by the Mayor, which does not give space to different proposals. This limits the perception of people about their power to change the city. The Councilor argued that even if feedback to citizens would be valuable, it is very complicated to give a personalized feedback to participants.

The dissemination of information was a topic that remarked the limits of reaching the majority of citizens, and the urgent need of providing clear and useful information for effective participation. The SDP officer expressed that the strategy used for the dissemination of information was terrestrial, not aerial, including some alternative media, like zonal newspapers, community radio, interviews, etc., and they did not pay big announcements in major TV channels because of their high cost. He argues that all the information was available online, and that interested and active people received emails with the link with the information, in case they had been participating previously in other events. Additionally, the information was again presented in the citizen councils. After the MEPOT was established by decree, a video explaining the modification in clay cartoons “El POT en Plastilina”, was divulged in Facebook and YouTube. However, even with the dissemination, he recognizes that most of people arrived to meetings without information about the POT, and their participation resulted in solving questions and explaining the content of the plan. The CTPD member recognizes that there were different media campaigns for promoting the meetings with the SDP, however people are not interested in participating. Citizens are not empowered to open their minds for thinking how can they contribute to their city. Additionally, even though there are different campaigns, he questions the reach of them not only on how many people get access to the information, but also the quality of information they get. The Councilor expresses that for the dissemination of information, it can be by massive media or by reinforcing citizen participation, which usually results more effective. The importance of the dissemination of information is connected with the possibility of influencing the process. Uninformed participants result in a process based on explaining and answering questions, instead of generating proposals and discussion about the content of the plan. Most of the participants were uninformed, participating based on what they had heard from media, considering the strong disinformation related to the case.

In relation to the CTPD, the interviewees remark the fact that it provides a concept that is optional, based on recommendations, nothing compulsory. The CTPD member remarks the

fact that it is a voluntary work, and members do not receive any payment for it, hindering the motivation of people to collaborate and participate on it. The CTPD is mostly conformed by elderly people, with no young members bringing new ideas and knowledge. Additionally, the fact that the concept emitted about the plan is optional, just recommendations, gives the impression that it is a simple formality, beyond the aim of regulating the plan. The Councilor suggests that the CTPD requires a structural change, counting with at least a technical advisory team for offering a stronger concept about the plan.

Additionally, the interviewees mentioned the complicated political aspect of the MEPOT in connection to the Mayor, obstructing the process of formulation and approval, and causing strong controversy. The Mayor Gustavo Petro has presented a polemic government after having unpopular decisions, his destitution by the Attorney General, his past as a member of the guerrilla group M-19, and his conflictive personality. Having a strong opposition, Petro had a difficult scenario for proposals, presenting opposition and mistrust from the beginning of the process.

The Councilor explained that the process of approval in the Council of Bogotá was deficient in terms of discussion of the MEPOT. The times for presentation, debate and discussion were very accelerated and short, having the voting in the immediate session after the presentations of the proposal, without enough space for discussion and debate of the content. Most Councilors voted without reading the MEPOT, it was a proposal that was not even considered. Furthermore, the Mayor decided to present the MEPOT during a period that was disadvantageous for the project because required an accelerated decision, instead of presenting it in a time where the discussion time could have been longer. Additionally, the Mayor decided not to contact or present the proposal to the Councilors for getting their support in a harmonious way. He decided to establish it by decree, resulting in the most conflictive way of doing it. Therefore, a very good idea and plan for the city was rejected, mainly because of the bad relationship of the Mayor with the Council of Bogotá.

The SDP officer recognized that there was a strong persecution over the process of formulating the MEPOT, mainly because of the opposition to the Mayor. There was a strong rejection of all proposals, mainly as a political argument than a real revision of the plan for the city. He explained that the MEPOT was implemented by Decree, and that there were legal reasons that allowed the Mayor to do it, and questions the reasons of the Council in relation to the lack of serious evaluation and discussion of the plan for Bogotá. He remarks that the previous Mayors also established by decree their corresponding projects in relation to the POT. He questions the fact that the Council is more focused on discussing if a plan is legal or not, rather than discussing the content of it and the consequences in the city. The political dynamics were very complicated around the MEPOT.

The interviewees had different proposals for improving the process. The SDP officer suggests that the previous information should be reinforced, however it should not be in written form. He explains that common citizens are not readers, they like accumulating material, but they will not read it, so the approach for informing them should be different. Additionally, the pedagogy and education about the POT should be reinforced for people to understand it. Citizens would be empowered to participate, discuss and give proposals, strengthening the incidence of citizen participation in the process. Additionally, the social constitution of the land should be defined into smaller divisions for having a greater understanding of the needs of the territory. The CTPD member suggests the need of an

instance that represents the majority of the citizenship in all the phases of the formulation of the MEPOT. He questions the representativeness of the actual model in relation to the all the needs and interests of citizens, and suggests the need of democratic actions for evaluating how representative and democratic was the representation. Additionally, he remarks the need on focusing on local solutions for local needs, instead of following international models that are not applicable to the Colombian context. The Councilor suggests that the participatory process should be longer, and it should be not just informative but really decisive participation. The order of the processes should change for having the evaluation by the CAR and the CTPD of the formulation including citizens' proposals. Additionally, the CTPD should have a technical advisory team to present a strong and adequate concept.

It resulted common that when talking about social sustainability in the planning process, the interviewees turned into the content of the plan. The SDP officer explained that social sustainability is present if there is environmental sustainability in the MEPOT, in relation to the infrastructure and structure of land use management, for breaking the segregation phenomena in the city. The Councilor considers that the social sustainability was present mostly in the content and technical studies of the plan. She defines the MEPOT as a very good document that considers key topics in an excellent way, including climate change, risk management, less norms, etc., however, she does not agree that it was a real participatory process.

The Councilor also questioned until what point everything should be decided with citizen participation. There are things that should not be taken with citizens' decisions, but mainly technical decisions. Citizens have needs, but you cannot be on function of the crazy ideas of people. This type of technical matters should be taken without participation. For what should be considered participation? What decisions should a government have considering participation and which ones not? What decisions are really government matters and should not be consulted with the citizenship? Until what point do we need participation, and for what?

3.4.5 Socially Sustainable Aspects Present in the MEPOT

The process of the MEPOT for the period that corresponds to the actual Mayor government, presented in the previous section, is analyzed in connection to the social sustainability parameters established in the section 2.5.6 as citizen participation and empowerment, social interaction and social capital. The fact that the previous Mayor administration initiated the planning process is a special condition, but is not the usual process in the formulation. Therefore, the process from 2008 to 2011 is not considered for the analysis of the social sustainability of this research.

The analysis of the social sustainability of the planning process of the MEPOT considers the socially sustainable parameters and their connection with the implementation of the planning process in Bogotá. At the end of this section, the Table 17 presents a summary of the socially sustainable aspects identified in the implementation of the planning process in the MEPOT analyzed according to the socially sustainable parameters. The aspects identified in the planning process in accordance to the socially sustainable parameters were grouped in different categories, for facilitating the understanding and organization of the information. The defined groups include the principles of the process, and the components of the citizen participation strategy defined by the SDP as contextualization, public deliberation,

systematization and feedback (Secretaría Distrital de Planeación 2014a, p. 11), since they represent the phases of involvement of citizens in the planning process.

Participation is once again presented as one of the major guiding principles, and the process of planning is described as a participatory process. The authorities consider participation as a major value to guide the process. (Secretaría Distrital de Planeación 2014a, p. 7.) This was evidenced with the consideration and reformulation of the participatory process after receiving the negative concept of the CTPD, where they observed deficiencies in the initial participatory process (Secretaría Distrital de Planeación 2013b, pp. 9-12).

However, the participatory process is not generating effective participation, and the incidence of citizen participation is very low. Even though the norm establishes that participation should be included in the formulation, implementation, evaluation and revision of public policies (Secretaría Distrital de Planeación 2013b, pp. 9-12), the actual participation is mostly based on informing and consulting citizens about a proposed formulation of the MEPOT (Secretaría Distrital de Planeación 2014a, p. 7). Additionally, citizen inputs are evaluated according to their alignment with the plan of authorities (Secretaría Distrital de Planeación 2014a, pp. 6-7). This results in low or not real incidence of citizens in public policies, affecting strongly their empowerment. The accessibility of citizens to affect the normative is limited and the interaction with the authorities is based on understanding the imposed plan, and should not be catalogued as a participatory process.

The tokenism of participation, considering the ladder of citizen participation proposed by Arnstein (1969), results from the formulation of the objectives of citizen participation, which reflect that there is no real citizen power or incidence. The first objective is about divulgation, discussion and consultation of citizens about the norm (Secretaría Distrital de Planeación 2014a, p. 7), resulting mostly in an informative process where the authorities result explaining to the citizens their formulation of the plan. The second objective is about the spread and acceptance of the proposal (Secretaría Distrital de Planeación 2014a, p. 7), which reflects the interest of authorities of a strong divulgation of their own proposal, without incidence of the citizenship. The third one is about strengthening citizen participation, in relation to reinforcing the interaction between citizens, authorities and the process (Secretaría Distrital de Planeación 2014a, p. 7). The interaction is defined by the previous objectives, and it is mainly based on an informative and consultancy process (Secretaría Distrital de Planeación 2014a, p. 7), without real effective participation.

The process is directed to improve the efficacy of citizen participation. It is very valuable that the process considers different phases in participation, instead of reducing it just to a specific event. The different phases require different approaches and are a good start for an integral improvement of citizen participation.

The first phase is contextualization, and it represents a fundamental phase for effective citizen participation. It consists mainly in the information, communication and social pedagogy that provide citizens the basic elements for participating. (Secretaría Distrital de Planeación 2014a, p. 11.) In the actual process, most of the participation scenarios were focused on explaining basic information about the MEPOT to citizens, instead of generating a real discussion and proposals for the modification. The different actors remarked during the interviews the need of improving the previous information for having an effective participation. The contextualization phase is fundamental for the success of the process, and

for the real incidence of citizen participation. This phase is strongly connected with the empowerment of citizens and their sense of belonging, in relation to strengthening their willingness to do something for their city and promote participation. Additionally, it is also strongly connected with social inclusion, because the information should be presented and available to all different citizens, independently of their previous studies and professional experience.

The second phase is the public deliberation phase and consists in the participation scenarios and dialogue possibilities between actors, for building consensus and agreements (Secretaría Distrital de Planeación 2014a, p. 11). The citizen councils represented the main structure of the participation scenarios, with other multiple scenarios, such as workshops, debates and seminars, among others. The participation scenarios presented a focus on pedagogy, strengthening social interaction and social capital. The Dialogue Circles and group-works realized during citizen councils, allowed citizens to understand other perspectives and visions of the city. (Secretaría Distrital de Planeación 2013b, pp. 16-17.) This is key for building a common vision and consensus between citizens, strengthening the social cohesion and social capital. Additionally, it also allows the collective construction of citizen proposals, and brings more understanding for the authorities about the perspective of citizens about the territory and their needs. This phase is analyzed in more detail below.

The third phase is systematization and is strongly connected with the incidence of citizen participation in the process. It consists in the registration, analysis and evaluation of the debate and exercises of the participation scenarios, for introducing them into the modification. (Secretaría Distrital de Planeación 2014a, p. 11.) The acceptance of citizen proposals in the MEPOT was defined by their alignment with the plan proposed by the authorities (Secretaría Distrital de Planeación 2014a, pp. 6-7). In this sense, citizen inputs that were accepted reinforced the plan made by the authorities. This might reflect degrees of tokenism, according to the ladder of citizen participation of Arnstein (1969), and the lack of real citizen power in the formulation of the plan.

The final phase is feedback and it represents the opportunity to present the incidence of citizen participation in the formulation of the plan, strengthening the empowerment of citizens and their sense of belonging. Authorities have the opportunity to present advances and results of the participatory process to the different actors of the city. (Secretaría Distrital de Planeación 2014a, p. 11.) Receiving feedback and visualizing the results is a method for building trust of citizens, promote transparency, and increase the perception of accessibility to institutions and social inclusion. The actual process of the MEPOT was suspended and this phase was not finalized. The authorities are considering the importance of introducing an index measuring the incidence of the participatory process in the formulation of future plans.

The authorities had a strong focus on the social inclusion of the process, especially in the deliberation phase. They realized citizen councils and sectorial forums in relevant topics for the city, including voices that were not heard before. The exercises about women and gender equality, youth, urban sports and new tendencies, and university dialogues are examples of the interest in hearing other voices and understanding needs from the citizen perspective. (Secretaría Distrital de Planeación 2013b, p. 26.) Similarly, the articulation between the district and local levels is important for understanding the needs from different approaches and scales (Secretaría Distrital de Planeación 2014a, p. 6).

The methodology for defining the delimitation of the territory should promote social interaction and social capital, as it was analyzed by Maginn (2007), with the risks of social exclusion when the communities are not considered beyond the physical space. The adequate scale of the territorial unit is not defined in the actual process. It should allow the adequate citizen discussion and interaction in citizen councils. In the process of the MEPOT, a city of almost 8 million people was delimited into 41 territories (Secretaría Distrital de Planeación 2013b, pp. 16-17.). The importance of defining them is related to the interaction and relationships between the participants of the territories, for building the social capital in the community and allowing the social interaction and the inclusion of all voices in the process. A smaller scale might strengthen the understanding of the needs and vision of citizens by authorities.

Additional to incidence, the reach of the participatory process is a key aspect for increasing the social inclusion and empowerment of citizens. The participation scenarios and communication channels increased the participation in the process of the MEPOT in comparison to previous exercises (Secretaría Distrital de Planeación 2013b, pp. 26-27; 2014a, p. 17). However, the norm lacks a definition of a desired reach of the participatory process, without a target of participation or baseline of attendance. The evaluation of the validity and acceptability of the participatory process could implement targets of participation, for real empowerment of citizens and social inclusion.

The indicators of participation (considering number of participants and inputs) are misleading, in relation to the validity of the process and the resulting plan. The authorities argue that the indicators of participation are considerably higher than in previous processes, validating the participatory process of the MEPOT (Secretaría Distrital de Planeación 2013b, pp. 26-27; 2014a, p. 17). However, the indicators of participation reflect the activity, but not the opinion of citizens in favor or against the MEPOT. Analyzing the indicators of participation, the number of participants is determined from the assistance control, and the number of inputs includes proposals, questions, requests and complaints by citizens (Secretaría Distrital de Planeación 2013b, p. 31). Only citizens in favor of the MEPOT would validate the plan. Considering indicators of participation for validating the exercise can discourage citizen participation, especially for opinions against the plan.

The divulgation of information in relation to the MEPOT presented deficiencies, affecting the dynamics of participation and the effectiveness of citizen participation, as was explained in the contextualization phase. Disinformation generated that the participation scenarios focused mainly in informing citizens about the MEPOT, instead of creating discussion and proposals, as the different interviewees remarked it. Most of citizen inputs were related to the information of the plan, where only 12% of citizen inputs were proposals. (Secretaría Distrital de Planeación 2013b, p. 31.) Additionally, it is important to remark that most of the polemics provoked by the MEPOT were related to the content of the modification (Hernández 2013). The communication and divulgation of the information of the MEPOT was not effective, and requires special attention for the success of the participatory process and the acceptance of the plan.

After analyzing the process of formulation of the MEPOT and its connection with social sustainability, it is evident that the model of citizen participation is determinant in the social sustainability of the process. The Table 17 presents the summary of the socially sustainable

aspects relevant in the process of formulating the MEPOT. The analysis consisted in the identification of the connection between the planning process of the MEPOT and the social sustainability parameters, established in the section 2.5.6 as citizen participation and empowerment, social interaction and social capital. The identified socially sustainable aspects were then grouped in different categories including the principles or the components of the citizen participation strategy defined by the SDP as contextualization, public deliberation, systematization and feedback (Secretaría Distrital de Planeación 2014a, p. 11). The information in the Table 17 is connected to the planning process of the MEPOT analyzed previously.

The MEPOT is catalogued as a participatory process by the authorities and the norm. However, there is a degree of tokenism with participation based on informing and consulting citizens, and low level of participation incidence in the formulation of the MEPOT. The norm plays a major role establishing the model of participation, and affects the social sustainability of the process. Even though the participation has increased notoriously in the last exercise, many aspects can be questioned in relation to the degree and incidence of participation. For having a more socially sustainable process, it might require a restructuration of the norm.

Table 17 Socially sustainable aspects in the planning process of the MEPOT

	Participation and Empowerment	Social Interaction	Social Capital
Principles	Participation is a guiding principle for the authorities and public policies.	The reformulation of the participatory process was focused on including the community in the process.	The delimitation of the territory as units for planning can define the interaction in the community.
Contextualization	<p>Basic for effective citizen participation and incidence in the process.</p> <p>Political education and enough information for empowering citizens to participate and do something for their city.</p>	<p>Reach and accessibility of information and communication for all society, independently of their studies or profession.</p> <p>Basic for the citizen perception of accessibility to political institutions.</p>	<p>Social pedagogy for building trust in the community.</p> <p>Increasing the sense of belonging by strengthening the will to do something for their city.</p>
Public Deliberation	<p>Multiple participation scenarios, structured with citizen councils.</p> <p>Citizen participation has increased.</p> <p>Degree of tokenism in participation. Based on informing and consulting citizens.</p>	<p>Dialogue possibilities and interaction between different actors.</p> <p>Opportunity for building consensus and social cohesion in the community.</p>	<p>Understanding the visions, needs and interests of other actors.</p> <p>Collective construction of citizen proposals.</p> <p>General interest is priority.</p>
Systematization	<p>Consideration and evaluation of citizen inputs. Possibility of incidence in the process.</p> <p>Degrees of Tokenism: Lack of real citizen power, low incidence of participation in the MEPOT.</p>	The level of incidence of participation affects citizen accessibility to institutions and decision-making.	The evaluation criteria and incidence of participation affects the trust, sense of belonging and social capital.
Feedback	<p>Presentation of advances and results of the participatory process.</p> <p>Citizens empowered according to their incidence in participation, and if their voice was heard.</p>	<p>Build trust in citizens and promote transparency in public management.</p> <p>Increase perception of accessibility to institutions.</p>	<p>Understand others inputs for creating bonds between actors.</p> <p>Sense of belonging and commitment of motivated citizens for continue participating.</p>

3.5 Reflection

Several socially sustainable aspects are present in the legal requirements for the land use planning process in Bogotá and the implementation of the process for formulating the MEPOT. They are mainly connected with participation in the process since it represents the way citizens can be involved in the process and interact with it. The analysis evidenced the main aspects connected with social sustainability, in particular to citizen participation and empowerment, social interaction and social capital. Additionally, some achievements and challenges were found during the analysis.

Participation is a guiding principle for the norms and the processes in Colombia. The laws and norms establish that citizens should be considered in the definition of public policies by participatory processes. The land use planning process in Bogotá also considers participation as a guiding principle, and authorities promote it as a participatory and inclusive process. (*Ley 388 de 1997, art. 4; Decreto 503 de 2011.*) The right to participation, connected with social inclusion, recognizes the need of including different sectors in the process without discrimination. Additionally, it requires defining the representativeness of the community, and the units of planning, considering the community itself and the social capital within it.

The model of participation, established by the norms and legal requirements, define the level of interaction of citizens with the process. The norms establish that the authorities propose and present the plan, and citizens are informed and consulted in relation to the established plan. (*Ley 388 de 1997, art. 22.*) The model of citizen participation based on information and consultation of citizens reflects degrees of tokenism, as presented in the ladder of citizen participation of Arnstein (1969), and reflects low levels of incidence of citizen participation in the plan. The model of participation was followed in the process of the MEPOT, and resulted evidencing the lack of citizen power, the low level of incidence of participation, and the tokenism of participation in the process.

The CTPD is established as the highest instance of participatory planning, for guaranteeing the right to participation, according to the *Acuerdo 12 de 1994*. However, the functions of the CTPD are based on the analysis and discussion of the proposed plan by the authorities, evidencing no involvement of the CTPD in the formulation phase. Additionally, the CTPD can only give recommendations and a concept about the plan, which can be accepted or neglected by the planning authorities, without guaranteeing a real effect on the plan. (*Acuerdo 12 de 1994, art. 11-14.*) For all these reasons, the CTPD evidences degrees of tokenism in participation, considering the ladder of citizen participation of Arnstein (1969).

An important aspect considered by the law for facilitating participation is the definition of territorial units for planning and the need of the corresponding representatives of the community. The delimitation of the urban area for land use planning is based on the physical space, without considering the communities involved. (*Ley 388 de 1997, art. 22.*) However, communities go beyond a physical space and the delimitation without a proper analysis of the communities and its conformation might result in the possibility of undermining existing social networks (Maginn 2007). Additionally, the democratic election of representatives might affect sub-communities and minorities, increasing the possibility of neglecting their voices. The dimensions of Bogotá difficult the inclusion of all voices, which would require small units for planning and participation. In the case of the MEPOT the delimitation resulted

in big units, and the representativeness of the community over personal or particular interests is not verifiable. The norm lacks the definition of parameters for the territorial delimitation.

In relation to the statistics for evaluating the planning process, the law lacks a definition of parameters of evaluation, baselines for participation or targets. In practice, the different planning processes have considered amount of participants, events and citizen inputs as indicators for participation (Secretaría Distrital de Planeación 2013b, pp. 26-27; 2014a, p. 17). These indicators are misleading and reflect just activity, rather than indicators that validate the acceptance of the plan. The use of assistance numbers are just evidence for authorities that they realized the required process for involving people (Arnstein 1969).

In relation to the phases of participation, the normative mentions that the authorities are responsible of promoting participation (*Ley 388 de 1997, art. 4.; Decreto 448 de 2007*). However, there are no specifications about the level of reach of the activities, the target of attendance of participation or the communication media to use. The authorities in charge of the process define most of the decisions on the interaction with citizens. Therefore, the comparison between different exercises and the actual one, or between levels of participation is misleading, lacking a standard of what is ideal, or what is the target to achieve.

The contextualization phase is fundamental for effective citizen participation. The norms establish that the authorities should provide the basic information for facilitating participation. (*Decreto 503 de 2011, art. 4-6.*) In practice, it was found that even though the information was available and presented to interested citizens, it was not enough for effective citizen participation. Additionally, the misinformation generated by the contradictory opinions in the media affected the participation of citizens. The citizen councils were mainly informative, reducing the possibilities of discussion and generation of proposals with the participants.

The education on political matters is important for the empowerment of citizens and the social inclusion in the process. The norms establish that authorities should provide the training and education for citizen participation in public affairs. (*Decreto 503 de 2011, art. 6.*) However, the reality evidenced that there is a group of interested citizens that participate actively in most of the activities of the process, but the common citizens remain inactive and uninformed about the process, their possibilities of influencing and participating. The lack of willingness of the common citizens to do something for their city evidences the low empowerment of citizenship, and is also related to social inclusion and social capital.

The incidence and effectiveness of participation is strongly connected with citizen inputs. Only 12% of citizen inputs were proposals for the plan, without differentiating if they were accepted or not. This means that most of the inputs were based on discussing the technicalities of the plan, presenting questions, recommendations and observations, and evidencing problems of the plan. (Secretaría Distrital de Planeación 2013b, p. 31.) The norm defines the scale of citizen proposals and establishes the acceptance of inputs in accordance to their alignment to the plan proposed by authorities (*Ley 388 de 1997, art. 15-19*). This represents a challenge as it might reduce the power of citizens in influencing the plan.

In relation to the feedback phase, it is not legally required, although it is very important for the empowerment of citizens. Presenting the results and the effect of citizen participation to the different actors is very relevant for understanding the value of participation, reinforcing

the power of citizens and building trust in the community. Additionally, it represents the evaluation of the participatory process and the incidence of it.

The legal requirements and the implementation of the process of land use planning in Bogotá present many aspects connected with social sustainability. Some aspects are socially sustainable, promoting the participation and empowerment of citizens, the social interaction and the social capital. However, there are others that are challenging and require a reformulation for developing and improving the process and its social sustainability.

4 Discussion and Conclusions

4.1 Initial Aim

The Master thesis examined the social sustainability in the process of land use planning in Bogotá, considering the legal requirements and the implementation process held in 2013. The main aim of this study was to identify and examine socially sustainable requirements, practices and challenges in the process of land use planning in Bogotá. The study was divided in two main parts, answering two research questions. The first part defined what is social sustainability in the context of land use planning. The second part analyzed the case study of Bogotá, identifying the socially sustainable aspects present in the legal requirements and in the implementation process of land use planning in the city.

4.2 Summary of Main Results

Social sustainability concerns the interaction of society through the participation and empowerment of citizens, the integration and collectivity of actions, and the social norms a society uses to achieve objectives. For this study, three main social sustainability parameters were defined for facilitating the evaluation of social sustainability in the planning process: participation and empowerment, social interaction and social capital.

The case study comprised the analysis of the social sustainability parameters in the legal requirements and implemented process of land use planning in Bogotá. Several socially sustainable aspects were present in the legal requirements for the land use planning process in Bogotá and the implementation of the process for formulating the MEPOT (Exceptional Modification of the Urban Norms of the Land Use Plan of Bogotá). They were mainly connected with participation in the process since it represents the way citizens can be involved in the process and interact with it.

The model of participation established by the legislation and followed in the implemented process resulted evidencing the lack of citizen power, the low level of incidence in the plan, and the tokenism of participation in the process. Planning authorities played a major role in the planning process, proposing a plan without the involvement of citizens during its formulation, and facilitating the participation scenarios for involving other stakeholders in information and consultation. The CTPD (Territorial Council of District Planning), considered the highest instance of participatory planning, had no involvement in the formulation of the plan, no real voice and power, and their recommendations consisted of a facultative concept about the plan. Citizens did not participate as equal partners in the process and the quality of information for participation was not enough for having effective participation. Most of the citizen inputs were based on questions, recommendations and observations, rather than proposals, which remarks the low quality of information and low empowerment of citizens to propose. Additionally, the statistics and indicators used were focused mostly in quantities rather than quality, giving a misleading evaluation of the planning process and the validity of it.

The legislation and implemented process presented a strong focus on social inclusion and social mixing in relation to diversity of sectors but undermining the relevance of the community. The major focus of the inclusive process was on hearing voices that were not heard before by the realization of sectorial forums and demanding the presence of diverse

sectors in the CTPD. However, the delimitation of territorial units of planning was based on the physical space without considering the ethnographic research of the communities included in them and the risk of undermining the existing social networks and interactions of the community. The representativeness of the common interest resulted questionable with the low levels of empowerment of the citizens and the community.

4.3 Possibilities for Developing the Social Sustainability of the Planning Process of Bogotá

The possibilities for developing the planning process of Bogotá from the social sustainability point of view reflect the opinion of the author, based on the findings and research for this study, but lack proof of their effectiveness in their implementation.

Sustainability could be part of the conceptual framework for land use planning in Bogotá, looking for a sustainable development and prosperous future. The plan could be created considering the society's voice, understanding the needs of citizens, and guiding authorities about the direction for policies and their implementation. Citizen participation represents the main focus for developing the social sustainability of the planning process, for its strong relevance in connecting citizens with the process, and for representing the initiator for social interaction and building social capital.

The main possibility for developing the planning process is to restructure the participation model for giving real citizen power, avoiding all degrees of tokenism, and having effective citizen participation. The new role of authorities could be based on committing to full community participation giving proper power to people and to provide a global vision of needs of the city in the regional and national context. Authorities could involve citizens and the CTPD from the beginning of the process, providing enough information, training and resources for acting as real and equal partners in the planning process (Maginn 2007). The CTPD could aim to have a redistribution of power, for having real voice that influences the plan. Citizens could be empowered to care about their city and act for generating and proposing change by more political education, creating a citizenship culture, democratic culture and politic knowledge. Additionally, different indicators and statistics could be introduced for controlling the quality of participation in the planning process, rather than the quantity of events. The evaluation of the level of incidence of citizen participation in the plan, the ethnographic analysis of the coverage of the planning process, and the efficient representativeness of the common interest could give a better notion about the quality of participation in the planning process.

The definition of scenarios of participation could consider the diversity of sectors and the relevance of the community, for reinforcing the social interaction and social capital. Applied ethnographic research might be beneficial for addressing different societal groups, for empowering them to participate and including them in the process, and for a more adequate delimitation of units for planning considering the dynamics and relations of the community. The representativeness of the common interest might be increased with higher levels of empowerment, social inclusion and social capital.

The final possibility of improvement is to change the approach of the planning process in Bogotá towards a more territorial participatory planning that integrates the government, entities and stakeholders from early stages in the formulation of the plan. The early

interaction of stakeholders might align their interests for the formulation of a plan, considering the needs and visions of different sectors of society, and increasing the acceptance and understanding of the formulated plan. Additionally, it might result in building trust in the government and institutions, increasing the social cohesion in relation to the shared purposes, and the possibility of creating common goals in a city that presents segregation and division.

4.4 Analysis of the Process and the Research Methods

The process of the thesis was successful for answering the research questions established in the initial phase of the research. The definition of the research plan during the fall 2014 and the visit to Bogotá in January and February of 2015 facilitated the contact with the planning authorities for information and interviews in the beginning of the study. The opportunity of having direct contact and communication with the direction for citizen participation of the Secretariat of District Planning favored the access to the other interviews that were key for the information and analysis of the case. After getting most of the information of the case study, the writing process continued during the spring semester 2015.

The case study research approach was adequate for generating a deep understanding of the case of land use planning in Bogotá, considering the context of the city, the legal requirements and the implementation of the planning process, and the analysis from the theory. The definition of social sustainability in the context of land use planning was based on literature review, which resulted fundamental for generating the definition of the most adequate and relevant parameters for the analysis in the study.

The analysis of the legal requirements of the planning process was based on analyzing Laws, Decrees and Agreements that define the planning process in Bogotá, and are available online. This method was challenging due to the lack of experience in working with legal documents and the terminology required. However, it was important to realize this analysis to understand the condition of the actual planning process, since it represents the guidelines to what is implemented in reality and is fundamental for the case study.

The analysis of the implementation of the planning process was successful due to the contemporaneity of the case of the MEPOT and the contact established with the Secretariat of District Planning, receiving relevant information directly from the institution. The information and interviews realized were fundamental for the analysis of the case study.

The main difficulty with the research methodology was to delimit the sources and information to include in the analysis. The process of land use planning is a topic that involves many actors, processes and information. It was challenging to focus only on the process of planning, without considering the results of the plan due to the scope of the project; to decide not to include the citizen point of view by citizen interviews due to time limits; and to decide not to analyze the media content due to the overload of information.

For other researchers following a similar kind of investigation, it is recommended to include several interviews to different stakeholders for understanding their perception about the planning process and their needs or requests for improving it. Interviews provide a very good notion of what happens in reality. Beyond the written reports and legal documents, interviews remark problems and situations that would only be identifiable if we actively

participate in the planning process. It would be useful to consider the voice of citizens, to understand their perception about the process.

4.5 Reliability of the Study

The definition of social sustainability was based on literature review considering some international scientific journals and peer reviewed articles. In relation to the case study, the legislation analysis was based on legal documents, which were strictly revised, aiming to present a complete analysis of the relevant norms and avoiding misinterpretations, making the results reliable.

In relation to the implemented process of the MEPOT, the main sources of information were the official reports from the planning authorities and the interviews realized to a city councilor, a member of the CTPD and a representative of the SDP. The reliability of the interviews is questionable, remarking the fact that the interviewees are public and official figures that are answering in the name of an institution. Although the sources were limited and the interviews considered mainly an official and institutional point of view, the different sources and answers allowed getting a more holistic view of the planning process. Strong critiques and suggestions for improvement were formulated in the interviews, with the aim of collaborating with the study for improving the process.

The use of multiple sources of information for the analysis including mainly the legislation, the official reports about the implemented process, the interviews and the theory, results combining data with higher reliability than other, finding common aspects and coherent results between sources. Therefore, it can be said that the results of the study are reliable due to the use of multiple sources that allow a complete analysis from different approaches to the same case study.

4.6 Relevance of the Study

This study is relevant to the planning authorities of Bogotá because it represents an evaluation of the planning process and its social sustainability, considering an approach that has not been analyzed before in the city. The next year will start a new planning process, and some changes and improvements can be made in the process, considering the results of the thesis. Additionally, this study is beneficial to Colombia because it analyzes the legislation that establishes the planning process for Bogotá and other cities. Therefore, the findings related to the legislation are relevant to policy makers for considering some reformulation of the norms for making the process more socially sustainable.

This study presents the analysis of the case study of Bogotá, considering legislation and implementation of the planning process specific to the context of Bogotá and Colombia, making it difficult to use the results in the international context. However, the methodology of analysis, regarding the use of socially sustainable parameters for evaluating and analyzing the legal framework and the implemented planning process of a city, is useful and relevant for other contexts, mainly to planning authorities and researchers on this topic. This study identifies the strong connection of the implemented process with the legislation, and brings a focus of attention in evaluating and rethinking the normative for supporting a more socially sustainable process. Although each city and legislation presents a particular case study and would require a particular analysis, the methodology proposed in this study can be implemented in other contexts.

This study is also relevant because of the scale considered for the analysis. Most of the previous case studies consider a small scale for the analysis, however this study considers the big scale, analyzing the planning process of a city of almost 8 million people. This is relevant for city planners, for considering the possibility of realizing a similar analysis in their city and the possibility of developing the social sustainability of their planning process.

4.7 Suggestions for Further Study

After finalizing this study, there are still many possible suggestions for further study.

Considering other approaches, stakeholders and sources for the evaluation and examination of the planning process would be interesting for having a more complete analysis of the case study of Bogotá. Further studies can focus on the citizen point of view towards the process, analyzing their perception of accessibility to the institutions, their empowerment to participate, and their effect in the plan. This would require realizing many interviews to citizens and if possible, to participate actively in the process.

In relation to the possibility of development of the planning process by reformulating the model of participation in the planning process, it would be interesting to examine how the process could be reformulated and applied in the big scale. For this, it could be helpful to consider initially a smaller scale, like units of planning, and experiment with different exercises of participation for making them more socially sustainable. Then, it could be necessary to scale up the exercise and consider the need of modifying the normative.

In connection to the delimitation of units of planning, it could be interesting to continue with the theory of Maginn (2007) about applied ethnographic analysis and collaborative planning in the context of Bogotá. It is very important to determine adequate units of planning without undermining existing communities and networks. This could help to empower the community to participate and to interact more in the process.

Also, it could be interesting to create, implement and evaluate indicators and statistics about the quality of the planning process. The incidence of participation, the representativeness of the common interest and the ethnographic analysis of the participation in the process, are some examples of possibilities to consider.

For further study, it could be interesting to analyze the possibilities for developing the social sustainability of the planning process.

It could be interesting to follow a similar research methodology in other cities, considering the legislation and the implementation of the planning process, and analyze and compare their socially sustainable aspects. This analysis could be useful to identify good practices and aspects to improve, according to the different contexts of the cities. It would be important to consider cities with contexts different to Bogotá, for example with low segregation and division, with low levels of corruption and high levels of trust in the government, and with high empowerment of citizens and willingness to do something for their city. An initial suggestion would be to consider Helsinki or other Nordic capital. Other possibility is to focus only on the legal requirements of the planning process and examine the case of Bogotá and other cities in the world, and compare their socially sustainable aspects in the planning

process. This could be interesting for understanding what is the ideal planning process according to the law in different places and contexts.

In a more general area, it could be interesting to study which decisions of the big topics of the city should be taken by citizens in a participatory process and which by the government, in order to have a more sustainable city. This topic is connected to the relevant concern about the new approaches to planning focusing strongly on the process, many times at expense of the outcomes of the plan. This would imply analyzing the effects of participatory processes in the content of the plan and the effect in the sustainability of the city.

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Appendix 1

List of Questions for the Interviews

(Originally in Spanish, translated to English in cursive)

1. ¿Cómo fue su participación en el proceso de planeación de la MEPOT 2013?

How was your participation in the planning process of the MEPOT 2013?

2. Teniendo en cuenta que la sostenibilidad social se enfoca en cómo los individuos, comunidades y sociedades interactúan para alcanzar sus objetivos de desarrollo, considerando los límites físicos de su ambiente, resultan tres importantes áreas de interés a evaluar:

- I. Participación y empoderamiento de la sociedad (participación y comunicación del público para guiar políticas)
- II. Mezcla social y mezcla de comunidades (Inclusión, cohesión, redes sociales)
- III. Capital social (conjunto de normas sociales de conducta, conocimiento, obligaciones, confianza, colectividad de acciones, toma de decisiones y confianza)

¿Cómo considera que el proceso de planeación de la MEPOT 2013 tuvo en cuenta la sostenibilidad social? ¿Cómo mediría la sostenibilidad social en el proceso?

Considering that Social Sustainability focuses in how individuals, communities and societies interact for achieving their development objectives, considering the physical limits of their environment, there appear three important interest areas to evaluate:

- I. Participation and citizen empowerment*
- II. Social mixing and community mixing*
- III. Social capital*

In your opinion, how was social sustainability considered in the planning process of the MEPOT 2013? How would you measure/evaluate it in the process?

3. En el proceso de la MEPOT 2013, ¿la participación ciudadana en el proceso ejemplifica la estructura social de la ciudad? ¿Se realizaron estudios etnográficos? ¿Qué tipos de grupos participaron y cuáles eran sus principales motivos para participar?

Was citizen participation in the planning process of the MEPOT 2013 exemplifying the social structure of the city? Were there ethnographic studies? What groups of citizens participated and what was their main motivation for doing it?

4. ¿Qué información recibieron los participantes para el proceso de planeación MEPOT 2013?

What information did the participants receive in the planning process of the MEPOT 2013?

5. ¿Cómo se consideran los aportes y el número de participantes? Son aportes aceptados e involucrados en el plan? ¿O desarrollados durante los cabildos?

How were citizen inputs and number of participants considered? How were the citizen inputs involved and accepted in the plan? Were they developed during the citizen councils?

6. ¿Se realizaron actas de reunion evidenciando la participación de la ciudadanía en la MEPOT 2013?

Where there meeting minutes evidencing citizen participation in the MEPOT 2013?

7. En el POT 2013, ¿como calificaron los ciudadanos la participación en el proceso? ¿Hubo alguna retroalimentación del proceso por parte de la ciudadanía?

How did the citizens evaluate participation in the process of the MEPOT 2013? Was there citizen feedback about the process?

8. ¿Qué indicadores fueron usados para verificar la eficacia en la participación de la ciudadanía en el proceso de la MEPOT 2013?

What indicators were used for evaluating the efficacy of citizen participation in the process of the MEPOT 2013?

9. ¿Qué tan representativa fue la participación respecto a los intereses comunes en la MEPOT 2013?

Was citizen participation representing the common interest in the MEPOT 2013?

10. ¿Se ha hecho seguimiento del proceso de la MEPOT 2013 (como estudios de impacto social u otros indicadores)?

Was there any monitoring of the process of the MEPOT 2013 such as social impact studies or development of indicators?

11. ¿Qué pasó con los participantes del proceso de la MEPOT, respecto a su sentido de pertenencia, empoderamiento, toma de decisiones?

Was the sense of belonging, empowerment and decision making of participants of the MEPOT affected after the process?

12. ¿Qué medios de comunicación se utilizaron para convocar e informar a la ciudadanía sobre la MEPOT 2013? ¿Cómo se difundieron los resultados del proceso?

What communication sources and media were used for inviting and informing citizens about the MEPOT 2013? How were the results of the proces communicated and presented?

13. ¿Qué mejoraría en el proceso de planeación de lo que fue la MEPOT 2013?

What would you improve in the planning process of the MEPOT 2013?

14. Dentro del reporte de las polemicas de la MEPOT 2013,

- I. Se decía que se agudizarían los conflictos sociales en la ciudad por no haber consultado a la ciudadanía y por que los mecanismos de participación no traducen los intereses de los ciudadanos en la norma
- II. La adopción de la MEPOT por Decreto es un signo de autoritarismo del Alcalde porque no obedece a los intereses colectivos ni fue consultado con la ciudadanía.

¿Por qué la opinion de NO PARTICIPACION de la ciudadanía en el proceso?

The report of the polemics of the MEPOT 2013 included as polemics,

- I. *That the MEPOT 2013 would reinforce the social conflicts of the city because it did not consider the citizenship and because the participation mechanisms do not translate the interests of the citizens into the norm.*
- II. *The introduction of the MEPOT by Decree is a sign of Mayor's authoritarianism, since it does not obey the collective interests, and was not consulted with the citizenship.*

Why does the opinion of NO PARTICIPATION remain from the process?

15. ¿Cómo considera que la filiación política del Alcalde afectó la sostenibilidad social del proceso de la MEPOT 2013?

How did the political affiliation of the Mayor affect the social sustainability in the planning process of the MEPOT 2013?